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**INDEFINITE LEAVES OF ABSENCE TO SUPERANNUATED  
EMPLOYEES OF THE POSTAL SERVICE**

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**HEARINGS**

BEFORE

345  
616

**SUBCOMMITTEE NO. 8 OF THE  
COMMITTEE ON THE POST OFFICE AND POST ROADS**  
U.S. Congress, HOUSE OF REPRESENTATIVES

ON

**H. R. 6915**

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APRIL 7 AND 8, 1916



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## INDEFINITE LEAVES OF ABSENCE TO SUPERANNUATED EMPLOYEES OF THE POSTAL SERVICE.

SUBCOMMITTEE NO. 8 OF THE COMMITTEE ON  
POST OFFICES AND POST ROADS,  
HOUSE OF REPRESENTATIVES,  
*Washington, D. C., Friday, April 7, 1916.*

The subcommittee met at 10 o'clock a. m., Hon. Samuel W. Beakes (chairman), presiding.

The CHAIRMAN. The committee will please come to order. Mr. Griffin has got a statement to make concerning the bill 6915, which he will please read.

### STATEMENT OF HON. DANIEL J. GRIFFIN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK.

Mr. GRIFFIN. Mr. Chairman and colleagues of subcommittee No. 8 on Post Offices and Post Roads, the purpose of the meeting this morning, as I understand it, is to hear the arguments of the gentlemen who are interested in H. R. 6915, a bill to grant indefinite leaves of absence to superannuated employees of the Postal Service. As the author of this bill, I will briefly explain its provisions.

1. It authorizes the Postmaster General to allow an indefinite leave of absence, with an allowance of \$600 per annum to be paid monthly, to any person employed in the Railway Mail Service, the Rural Free Delivery Service, the City Free Delivery Service, and to post-office clerks and other employes in post offices who are in the classified civil service who become incapacitated from performing their duties through superannuation.

2. If it is found necessary to employ a substitute to fill the place of an employee who has been granted an indefinite leave of absence, the substitute shall be paid at the rate allowed for vacation work, provided, however, that such assignment shall not interfere with the promotion of the substitute to appointment to the regular force when a vacancy occurs through death or resignation, or when the force is increased and the substitute is eligible for a regular appointment by virtue of his standing on the substitute list.

3. That the Postmaster General shall have authority to establish boards of retirement to consist of not less than three members to be selected by him from among the employees of the Post Office Department and the Postal Service, whose duty it shall be to examine all applications for indefinite leaves of absence and to make recommendations based upon their findings to the Postmaster General for

his guidance. The Postmaster General is also authorized to appoint a physician to advise with each board in making its recommendations.

4. That the applications of employees for indefinite leave of absence may be either voluntary on the part of the employee or may be recommended by the proper administrative or supervisory official.

5. That the Postmaster General shall formulate such rules and regulations as in his judgment may be best calculated to carry out the purpose of this act.

6. We are fast nearing a stage in the development of the civil service where the retirement problem or pensions for superannuated employees must be squarely met. If civil service is to succeed in this country, there must be a method provided for taking care of superannuated employees and those who are retired because of injury or ill health.

A postal employee, after his selection under competitive examination, is placed in the position which he seeks. He is told that his advancement and success depends upon his ability to successfully perform the duties assigned to him and that, if he would advance, he must attain efficiency. Efficiency, in fact, is drilled into the employee from the start to the finish of his career, and so many methods are employed to keep him working under a continuous strain that he has little time or spirit to enjoy the ordinary social advantages. They receive compensation which I do not believe to be commensurate with the services they are required to perform.

When a man accepts what is known as a permanent position in the Postal Service, particularly if he is a young man just starting out in life, he can not resist the thought that the door of opportunity is closed against him. He abandons all hope of a public or successful business career, he dedicates his efforts to the faithful performance of the duties assigned to him, and he contents himself with the doubtful prospect of continued occupation. The knowledge he acquires in the Postal Service is of no practical benefit to him should he become separated from the service, as he is unfit, undesirable, inexperienced, and unqualified for work in the commercial world.

At the present time, growing old in the Postal Service is a tragedy, as it brings home to the employees their utter helplessness and their complete dependence upon the only work they know—the Postal Service.

The initial cost and the future maintenance of this indefinite leave-of-absence bill will not be so large as to become a burden upon the finances of the country. I have been informed that the approximate cost of putting this bill into effect will be explained to the committee by a reliable and competent actuary, who made the trip from New York City for that purpose. It is my opinion that the revenues derived by the Government from unpaid money orders—more than one year old—covered into the United States Treasury, together with the added revenues received from dead letters, will more than pay for the upkeep of this bill. In substantiation of this, I submit a statement prepared by Mr. Charles A. Kramm, Auditor for the Post Office Department, covering these two items for a period of several years.

*Statement showing the amount of unpaid money orders more than one year old covered into the United States Treasury which accrued during the periods indicated, and the amount of warrants issued against that account during the same period.*

Period.	Amount covered into United States Treasury.	Amount of warrants issued.
July 1, 1909, to Dec. 31, 1909.....	\$260,328.41	\$310,817.24
Jan. 1, 1910, to June 30, 1910.....	270,592.30	288,916.30
July 1, 1910, to Dec. 31, 1910.....	340,784.33	190,534.65
Jan. 1, 1911, to June 30, 1911.....	387,259.23	233,519.09
July 1, 1911, to Dec. 31, 1911.....	478,382.96	293,996.32
Jan. 1, 1912, to June 30, 1912.....	500,000.00	215,390.96
July 1, 1912, to Dec. 31, 1912.....	463,552.87	194,621.04
Jan. 1, 1913, to June 30, 1913.....	438,256.94	197,270.58
July 1, 1913, to Dec. 31, 1913.....	358,477.44	118,150.26
Jan. 1, 1914, to June 30, 1914.....	300,757.45	122,684.70
Total.....	3,798,401.93	2,165,901.74
Difference.....		1,632,500.19

The amount of revenue received from dead letters was as follows:

Fiscal year—	Amount.
1911.....	\$32,854.65
1912.....	33,122.39
1913.....	31,143.01
1914.....	39,077.49
1915.....	38,514.33
Total.....	174,711.87

Mr. PAIGE, M. C., of Massachusetts. Mr. Chairman, I understand that there are a few Members of the House here who have committee meetings to attend, and I would suggest that they be allowed to put in their briefs, or statements, first.

Mr. DALE, M. C., of New York. Mr. Chairman, if my colleague would yield, I would just like to state that in urging your committee to take favorable action on the bill introduced by Mr. Griffin I do so for the purpose of getting relief for the worn-out letter carriers and post-office clerks who have devoted their lives to the Postal Service and are threatened with loss of their positions.

I have made personal investigation of the conditions surrounding the employment of the rank and file of the workers in the Brooklyn post office and unhesitatingly say that these men are not paid a commensurate salary with the duties they perform. These employees must be above the average in intelligence, and they must be in perfect health to pass the mental and physical examinations required of them before they can enter the service. Their work is not only exacting and requires mental exertion, but in the great majority of cases their work is extremely laborious. The compensation they receive is no more than sufficient to pay their ordinary living expenses, and it is an exceptional employee that can so regulate his affairs to permit of a savings account. They comprise our best citizens, and the fact of their being Government employees demands that they shall live and conduct themselves in a manner befitting the dignity of the positions they hold. They sacrifice every possible chance of a successful public career or of the opportunities encountered in the commercial world once they enter the Postal Service.

It is the duty of the Government to reward its employees who have devoted their lives in bringing up the Postal Service to a high standard of efficiency, and I urge your committee to report this bill favorably and permit the Members of Congress to register their voice and vote on it on the floor of the House.

**STATEMENT OF HON. WILLIAM CARTER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS.**

Mr. CARTER. Mr. Chairman and gentlemen, for the information of the distinguished members of this committee, I desire to state that I am in full sympathy with this desired legislation to provide by act of Congress for the retirement of the superannuated employees of the Postal Service. Mr. Chairman, I am for a bill of this nature because it will redeem the good name of the Government, which now treats its faithful employees worse than the average corporation treats its old horses. Legislation of this caliber is sadly needed for the improvement of the Government service, for it would permit young men to take the place of men who have long since passed their days of usefulness and who have earned retirement. I am in favor of Congress adding this expense to the appropriations and thereby recognizing an army of faithful and useful employees.

Mr. Chairman, the problem of the superannuate can not be dismissed with the assertion that every man should provide for his own old age by laying aside a portion of his income during his productive years. It is one thing to preach and another to perform. You yourselves know what it costs to live and the cost is measured by the occupation. The wear and tear on the average employee of the postal service is terrible, and so the margin of saving goes glimmering, and thus it has come to be a common thing for the wage earner to enter upon the twilight borderland of old age with no provisions made for the necessities of life.

Mr. Chairman, during my whole public life there has never been a piece of legislation that has appealed to me more than this legislation in the interest of the postal employees. It shows what our humanity amounts to in the case of the superannuated human worker. It disapproves the charge that we knowingly neglected him and the passage of this kind of legislation will snatch from the lips of thousands in the service, who are broken in health, the cup of bitterness and sorrow.

Mr. Chairman, I appreciate the opportunity of being able to appear before your committee to say a word for the men in the postal service and I trust your committee will report out a bill in the interest of the superannuated employees of the Postal Service so that the Members of the House can go on record in regard to this much needed legislation.

In closing I desire to insert the remarks of Hon. James R. Mann, of Illinois, delivered on February 19, last, when the post-office bill was under consideration in the House. No man on the floor of the American Congress is more familiar with legislation than he.

Mr. Mann said:

We are all in a position of making some progress in thought along the line of making provision for men who are injured in the Postal Service, and we will reach the time after a while when we will make provision for men who have served in the public service so long that it is proper they be retired on account of age and paid something toward taking care of them.

He also said, speaking of Mr. Frank T. Rogers, president of the Post Office Clerks' Association, and who represent the post-office clerks in regard to legislation—

that of all the men whom I have ever talked with who were representing any class of employees of the Government, or people outside, in regard to legislation, I think that Frank T. Rogers is the fairest, the most reasonable man whom I have ever talked with concerning legislation which he was endeavoring to influence or affect on behalf of a number of other people. He never asks, so far as I have observed, unreasonable things. He has always been willing, as far as he was concerned, to consider matters from the governmental point of view, as well as from the point of view of employees, and I do not think it desirable for us to throw stones at men like Rogers, and possibly have them replaced by very radical men who want impossible things done. I hope that he will retain a position where he can talk to Members of Congress on behalf of the post-office employees for many years, as he will be an aid, not an obstruction, to the work we ought to do.

Mr. Chairman, Mr. Rogers has given much study and thought to this bill and considers it a fair and reasonable measure; fair alike to the employee and to the Government, and I give it my cordial support and trust your committee will report favorably upon it.

I understand the estimated cost if this measure becomes a law will be about \$360,000 the first year, an amount not greater than the Hon. James R. Mann, with his wonderful knowledge of all matters of governmental expenditures, saves the country every year.

Mr. SCULLY, M. C., of New Jersey. Mr. Chairman, I do not want to say anything, except to say that I am in favor of this bill, and to let the record show that I appeared before the committee.

**STATEMENT OF HON. THOMAS J. SCULLY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY.**

Mr. SCULLY. Mr. Chairman and gentlemen of the committee, it affords me much pleasure to appear before you this morning to give my hearty indorsement to the bill (H. R. 6915) introduced in the House of Representatives by my good friend, Mr. Griffin.

The purpose of this bill is to provide a means for retiring the old worn-out employees in the Postal Service on an annuity that will provide for their wants during their declining years. The very best evidence of the merits of this bill is the large attendance of Members of Congress in the committee room, who are, no doubt, here for the purpose of encouraging this committee to report the bill favorably. It is the largest delegation of Representatives that I have ever seen gathered together in any committee room since I have had the honor of being a Member of Congress, and each of us of one mind and one accord that this measure will be doing simple justice to employees of the Postal Service who have devoted their lives to the work.

It will not require a large amount of money to put this bill into effect, and for this reason there can be no excuse of it being a great burden on the finances of the country. For the information of the committee I desire to draw your attention to a statement contained in the report of First Assistant Postmaster General Grandfield for the year ended June 30, 1911:

In the Post Office Service a large sum of money accrues annually from the lapsed salaries of employees absent without pay, where no substitute is employed or where the substitute receives less than the salary of the absent

clerk or carrier, and also on account of failure to fill vacancies immediately or where the force is reduced temporarily during the dull season when vacancies occur. The employees themselves in a measure contribute to this fund, since the absence of regular employees throws additional burdens on those remaining on duty. This fund is more than sufficient to cover the cost of pensions for the superannuated employees amongst the 60,000 clerks and carriers at first and second class post offices. There is another source of revenue that might properly be used to constitute a pension fund, and that is the money turned into the Treasury each year from money orders issued and never presented for payment.

I believe if the actual amount of lapsed salaries covering the entire service were specified and known, together with the revenue annually received from the unpaid money-order and dead-letter accounts, it would be more than sufficient to pay for the retirement of the superannuated employees.

This statement is worth the consideration of this committee, and suggests a way that the expenses of this bill can be met without making any appropriation whatever from the Public Treasury.

A pension system would aid efficiency to the service, for it would permit young men to take the place of men who have long since passed their days of usefulness and who have earned retirement. Congress would do well to add this expense to the appropriations and thereby recognize an army of faithful and useful employees.

I trust that the committee will make a favorable report to the full committee on the Post Office and Post Roads, and that the bill will be reported to the House, in order that we might have an opportunity to register our approval of it.

Mr. CHURCH, M. C., of California. Mr. Chairman, I just wish to file a telegram and have it inserted in the record which I received this morning, and to announce that I am in favor of the bill.

The CHAIRMAN. The telegram will be inserted in the record.

(The telegram referred to is as follows:)

FRESNO, CAL., April 6, 1916.

DENVER S. CHURCH, M. C.,  
Washington, D. C.:

We earnestly ask you to appear before the Post Office Committee Friday, April 7, and urge favorable action on the Griffin bill, H. R. 6915, granting indefinite leaves of absence to superannuated postal employees.

EARL HUGHES, *Postmaster*.  
And 73 postal employees.

Mr. BACHARACH, M. C., of New Jersey. I would like to make the same statement, and I would like to have the opportunity of filing a statement and to have it appear that I am in favor of supporting the bill.

(The statement of Mr. Bacharach is as follows:)

Mr. Chairman, the relief of the superannuated employees in the Government service is receiving the serious thought and consideration of all officials who have supervision over the classified civil-service employees.

Former President Taft called the attention of Congress and the public to the matter is a message to Congress, and he recommended, as a matter of economy, that provision be made for the retirement of the old employees who have outlived their energy and usefulness in order that the proper degree of efficiency in all departments of the Government could be kept up to the highest standard. Many Cabinet officers have made like recommendations in their annual reports for a number of years past, and the large business institutions of the country are putting into operation the retirement on annuities of their aged and disabled employees. This is done as a good business proposition and not purely from sentimental motives. While the question is also humanitarian in its scope, the operation of it proves conclusively that the benefits derived in the matters of increased efficiency and loyalty of the employees has resulted in an

immense saving wherever the plan is put into effect, and in no instance is it considered an expense.

The postal employee is particularly interested in this question, for the reason that his wage is small and, with the increased cost of living, he has no opportunity to save anything for his old age and its infirmities. There have been many examples brought forcibly to my attention that makes me pause and wonder what we are to do with the superannuated men in the Postal Service. These faithful veterans have given the best that was in them to the service; they are responsible in no small degree for the many improvements that have been incorporated in the service and for the progress that it has necessarily made in keeping pace with the large and rapid growth of this great country of ours.

The Griffin bill, H. R. 6915, that is now receiving the consideration of this committee, should be favorably reported by the Post Office and Post Roads Committee so that an opportunity for voting on this important proposition may be had. I predict its passage if an opportunity is had by the members of registering a vote upon this question. That there is pressing need for this legislation can not be gainsaid, and the ranks of the postal employees are filled with living arguments for the necessity of prompt action.

I am convinced that this question is one that requires immediate attention. To turn these men out in the street without proper provision for their care during the declining years of their lives would be an act unworthy of this great Government, which boasts of liberty, equal rights, and protection to all, and would be a poor reward for the conscientious, loyal, and faithful service the postal employees give so freely to the public.

Mr. McLEMORE, M. C., of Texas. Mr. Chairman, I am in favor of the bill, and I would like to make a little statement.

Mr. Chairman, I wish to record my hearty indorsement of this measure (H. R. 6915), known as the Griffin bill. I believe the measure to be highly meritorious and I also believe its enactment into a law will mean justice to those who are now being dealt with unjustly as servants of the Government. I trust that the committee will report the bill favorably, and I am constrained to believe that it will do so as a matter of simple justice to a large number of deserving people, and because it will also be a matter of economy on the part of the Government.

Mr. SWIFT, M. C., of New York. I desire to state that I am heartily in favor of this bill, and desire an opportunity to file a statement later.

Mr. CALDWELL, M. C., of New York. Mr. Chairman, I have been asked by Mr. Van Dyke, who can not come here, on account of holding a subcommittee hearing, of which he is chairman, and file with this committee some expression of opinion from the district that he represents, and on my own behalf I desire to say that I heartily approve this bill, and that there are perhaps more men affected by this legislation residing in the second congressional district, than in any other in the United States; that I have studied the situation there thoroughly, and I feel convinced that the relief sought here is one that those people are entitled to. I particularly desire to have put in the record the editorial of the New York Evening Journal of April 6, 1916, which expresses my sentiments perhaps a great deal better than I can do it myself.

(The editorial referred to is as follows:)

AN OLD HORSE AND AN OLD MAN—A SELF-RESPECTING FARMER TAKES CARE OF THE OLD HORSE—THE RICHEST GOVERNMENT IN THE WORLD TURNS THE OLD MAN OUT TO STARVE.

[Copyright, 1916, Star Co.]

At the top of this page are printed photographs of five men, each of whom has served the United States as a letter carrier for about 50 years. We print

their pictures, not to make any especial appeal on their behalf—for not one of them asks it.

The photographs are printed to show you what type of men give their lives to the Government and to the public—earnest, high class, self-respecting men, worthy of respect and of gratitude.

When a farmer has worked a horse for 20 years he gives that horse pasture for the rest of his life.

He does not turn the horse out on the roadside—the neighbors would not tolerate it.

When the Government of the United States has worked a man for 50 years, that Government, the richest in the world, ought not to turn that man out on the roadside, as our Government does.

There is now before the Congress at Washington a bill which begins as follows:

*"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, beginning with the 1st day of July next following the passage of this act, the Postmaster General shall grant an indefinite leave of absence, together with an allowance of \$600 per annum, to be payable monthly, to any person employed in the Railway Mail Service, the Rural Free Delivery Service, the City Free Delivery Service, and to post-office clerks and other employees in post offices who are in the classified civil service who have become incapacitated from performing their duties through superannuation."*

The nice long word "superannuation" means too old to work and earn a living.

This bill, if it passes, as it should pass, will permit the people of the country to give a pension of \$600 a year to men who have worked faithfully for half a century.

Write to your Congressman and to the two Senators from your State and tell them that you want to see this bill made a law.

It is your money that will be spent to pension these faithful workers.

There is no charity, nothing but plain justice in a fair pension system.

And remember that in such a system there is no extravagance; on the contrary, there is economy.

When a man has worked a half century and can work no longer, he must still live.

Please believe that it is better for the country and cheaper for the Government and the taxpayers to give such a man a fair pension than to turn him adrift.

You can keep an old man in self-respect on a pension much more cheaply than the grafters will keep him in a poorhouse.

By treating old and faithful workers honestly and fairly you encourage the better class of young men to enter the Government service, and that service is your service.

Look at the faces on this page, a few of the men in one city who have served faithfully for so long.

Think of your own father as you look at these faces and use your influence with your Congressman to get justice for honest work.

P. S.—This bill will come up in Washington to-morrow. If you act at all in the matter please act quickly. If you have not time to write a letter, tear off this page of the Evening Journal, write on it "These are my sentiments," and mail the page to your Congressman and to your Senators.

MR. FULLER, M. C., of Illinois. I simply want to say that I have heard from a great many of the postal employees of my district, and I am heartily in favor of this bill, or at least of the principle embodied in it. It seems to me that possibly the bill can be so shaped that it would not make any great expense to the Government, but would help for efficient service. I do not care to file any statement. You have more of those than you wish. I simply want to say that I hope you will make a favorable report upon the bill.

MR. BORLAND, M. C., of Missouri. Mr. Chairman, I want to urge on the committee the very earnest consideration of this bill. I have been pretty closely associated with the postal employees, the post-office clerks, the railway-mail clerks, the city carriers, and the rural



free delivery carriers from the time I entered Congress, seven years ago, and even before. The Government keeps those men up to a very high state of efficiency. It requires a pretty high standard of efficiency to enter the service, and the maintenance of that high standard of efficiency in the service not only from a business standpoint but from the moral standpoint of character. They have got to all be first-class men. Now, unfortunately, in all of these law-made salaries, it is said, and sometimes with a great deal of truth, that they do not keep pace with the ordinary advance of salaries in other positions, and when good times come on and the cost of living increases the man with a law-made salary has not any possible way to adjust himself to it. That is very largely true, and that is a question you gentlemen want to take into consideration with all of these men who are on statutory salaries. They feel the effect of the high cost of living, but they have no way of readjusting themselves to the conditions. A man who belongs to a carpenters' union has a way of adjusting himself to the high cost of living, but the man with a law-made salary does not.

Now, in addition to that, as has been said just a moment ago, these men enter this business, and to most of them it is a life profession. They must become proficient in it, and the very fact of that efficiency precludes them from stopping at some point and entering another business. In fact, it is not to the interest of Uncle Sam that he should drive good men out of the service and compel them to seek opportunities elsewhere. They ought to understand that if they give their lives to this business they have something at the end of that period of faithful service. Of course, if they are separated from the service through their own fault, they lose that, but here is a class of men who are in the service for a good record and remain in the service. Now, if Uncle Sam were to drive those men out to seek better opportunities elsewhere, it would not be an economic business advantage for the Government, and the same is true, I think, from the standpoint of superannuation. When a man's abilities begin to decrease, as they must and will with all of us, it is not easy to confine the line to where he ought to be separated from the service and thrown entirely out, and frequently I suppose it might be true that men are continued along in the service when, as a matter of fact, it would be cheaper and more businesslike if they were retired and younger and more vigorous men put in their places. Those are the economic features, from the purely cold-blooded business proposition, and it is a business proposition for Uncle Sam to go at; that is, from that standpoint, and I think that it can be urged upon you very successfully, that from the standpoint of justice to the man and from the standpoint of commanding their loyalty and their interest in their work and their continued efficiency, it is going to help materially in the service. I think it is a question of justice to them—the men who have served a long lifetime and done it well and have kept up their standard of efficiency to the point that Uncle Sam requires them—to see something ahead of themselves and their families in their old age, and that is the reason I want to urge the very favorable consideration of this bill.

The CHAIRMAN. Are you familiar with the Tague bill, that has the same purpose as this?

Mr. BORLAND. No; I am not.

**STATEMENT OF HON. RICHARD WAYNE PARKER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY.**

Mr. PARKER. Mr. Chairman, I have a statement, but I would rather speak than read. I do not want to trouble the subcommittee with petitions, because I do not think petitions are what we want to decide as to whether this is just or right. I am convinced that this is a real need in the service, and that the letters that I have received from Newark, Orange, and East Orange, N. J., express a unanimous demand for some provision to meet a crying need. I have always been a believer in some system of civil-service retirement, on the ground that it would tend to good service; not only because good men would stay and because they would stay at a smaller salary and be willing to do so, but also because it is now impossible to take a man that is sick, or that is old, and turn him out. Kindness will not permit it; and yet it is an injustice to the Government to keep in a man who can not do his work. Although there are fair objections made to any system of retirement on the ground that you are turning men into children by any such system, the advantages have been so great that even the great railroads and private concerns have in very many cases adopted such a system as being essential to their work, and, if so, it can certainly be adopted here. I am free to confess that the broader bills for retirement that I have seen have not satisfied me. Such a system must be based upon various considerations. One plan is to consider the length of service and pay a man who retires his pension, or a commuted amount, by way of deferred pay. The second principle is one of insurance, by which a man who falls ill or if he dies his family gets something, very much as the brokers on the stock exchange in New York all contribute \$10, and when a man dies they give \$10,000 to his widow free of debts. These are two different principles.

The adjustment of these matters in the various branches of the service, which differ so much between a clerk in the department here and a man who is breaking his health by toil, working in the Railway Mail Service, such as not one of us could do, or walking the streets day after day until he gets old as a carrier—the differences are so great that I am free to confess that I could not very well myself frame a general bill which would in all respects commend itself to the people as tending to the good of the country.

This measure belongs only to the Postal Service, which I think is different enough from the other services to enable it to be considered. This covers only superannuation, the case where a man, by 20 or 30 years service—if he went in below 40, he would be at least 65 or probably 70 before he will take it—by 20 years service has earned it. It is needed in a great many post offices where old carriers can not walk any more. Whether the amount is exactly right, I do not know. The committee must consider what amount is such a proportion of his salary as will not tempt a man to go out to get it and at the same time be sufficient to repay them for the work they have done. Six hundred dollars is, I suppose, about 50 per cent of the last pay of the most of these men, certainly of the carriers, and it may be of the last of some of the other pays. It is a sort of general average, just as we give for old age in pensions for the Army, some \$20 a month for service that was done 40 years before, and in the Regular

Army we now give them up to \$40 a month—I have forgotten now what it is—

Mr. KAHN of California. \$67.

Mr. PARKER. That is for men who have served 30 years. Mr. Kahn, who has spoken to you can tell you much more about what is done in the Army.

The general system is not before you gentlemen. You are taking up one single branch, that of long, continued, faithful service, where the man, by reason of age, ought to be taken care of, not only as a duty to him, but as a duty to the Government itself. Whether a man who dies ought to have a commuted sum paid to his family, is another question. We are not making pensioners all the way through, but it is an absolute demand that comes from those who have done the work, and every private employer would devise the same scheme to take care of his employees. It is a case of "well done, good and faithful servant;" that is what it is.

**STATEMENT OF HON. SAMUEL H. MILLER, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF PENNSYLVANIA.**

Mr. MILLER. I realize the fact that there are a number of gentlemen here who want to register themselves in favor of this bill, and I am here for the purpose of saying that I hope that the committee will approve this bill and report it to the House, and that it will pass. I speak particularly for the rural carriers that I am more intimately acquainted with, and I know of my own observation that they are the hardest worked men and the poorest paid men in the service. The Post Office Department is the only department that pays its own way and it can afford to do what we propose to do in this bill, and I am sure the people will ratify it. I thank you for hearing me.

**STATEMENT OF HON. MURRAY HULBERT, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF NEW YORK.**

Mr. HULBERT. Mr. Chairman, of the two hundred and odd million dollars collected by the Federal Government under the tariff, \$150,000,000 approximately was received at the port of New York. Of the four hundred and odd million dollars of the internal revenue collected during the past year more than \$75,000,000 was collected in the city of New York. Of the \$80,000,000 collected under the income-tax law, nearly \$30,000,000 was collected at the city of New York. Now, I cite these figures merely to show you the great volume of business which is done in the city, in which the post-office employee performs such an important part. In the post office of New York City last year the receipts amounted to \$30,127,062.01, while the expenditures were about \$10,915,212.99, leaving a profit in the New York City post office to the Federal Government of approximately \$20,000,000. If it be true that this profit was practically exhausted by its application to those post offices throughout the country where there were deficits, it is to be noted that the letter carriers and postal clerks in the city of New York bore the brunt of bringing to the Government's revenue just the amount of money which enabled the department to practically break even.

In the city of New York there are 90 letter carriers 60 years of age and over whose average length of service exceeds 35 years; 26 of these men have served over 40 years, and 2 of them are now in their fiftieth year. For the sake of these veterans all the other 3,300 carriers in New York would gladly sacrifice their improved conditions if thereby they might assist in establishing some reasonable form of retirement for the old men. Now, it seems to me that he who pays the freight should at least have a substantial responsibility and the willingness to discharge it, and so unanimous have been the communications, one hundred fold, that I have received from the people in my district, and throughout the city of New York, that I am here happily and cheerily to add my word of indorsement to the provisions of this bill, and I sincerely hope that the committee will give it favorable consideration, and that it will be reported on the floor of the House, and that we will be given an opportunity to vote on it.

MR. PAIGE, M. C., of Massachusetts. Mr. Hulbert, do you not imagine that a great many of these veterans in the service are also veterans in the Civil War?

MR. HULBERT. No, sir; I understand not.

**STATEMENT OF HON. J. M. C. SMITH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN.**

MR. SMITH. Mr. Chairman, I wish to express my approval of the bill, and I trust the committee may see its way clear to report favorably upon the bill. We are all proud of the city of New York and the metropolis of our country, but while they have such a large post office and efficient service, in the West we think that Chicago is fully its equal in receipts, and also in service.

Now, I think it is generally known that people who work at a salary have expenses to meet, and that salary is based something on the living wage. It is certainly true that they do not have the opportunity of accumulating money that people do who are in business for themselves. One of the most important questions for the American people to-day is the question of taking care of those who have been unfortunate in life, or who are classed as those who, when old age arrives, have not a sufficient competency laid by for their wants. Now, I think that these people not only in the city, but also in the country, are entitled to consideration, and if proof of it is given by the Government, after a lifetime of useful service, I think that the Government does no more than it ought to do for its faithful employees. The same system is carried on by the large and important corporations of the country, and I trust that the bill may be favorably reported.

MR. CONRY, M. C., of New York. Mr. Chairman, in view of the fact that I have to leave now, and there are a great many people assembled here, I simply want to be noted as being present, and to have the privilege of filing a brief.

THE CHAIRMAN. You may have that privilege.

(The brief submitted by Mr. Conry is as follows:)

There has been heretofore a certain amount of hesitancy on the part of Members of Congress to give their assent to anything in the nature of pensions for the civil employees of the Government. Nevertheless, we are all firm in the belief that the civil service is in itself an institution to be proud of, and one which can be further developed with profit to the Government.

Yet, how are we going to properly develop or perfect it, if after having arranged for guarding the entrance into the service of the men who are to carry on its routine business, and having passed laws for their protection while in that service, insuring their continuity of employment while they perform their duties faithfully, if we do not also provide that they do not remain in the civil service after they have given the people their best years and are no longer able to keep pace with the younger men who are coming in year by year?

Now, is it fair for these young men—the best type of our American citizenship; able, conscientious, and loyal servants of the Government—if, after admitting them to Government service, we close the avenue of advancement by retaining the veterans of the service long past their period of usefulness?

If we are to properly regulate and perpetuate the civil service as an institution we must necessarily provide for the retirement of those in it when they become superannuated. And in doing so we are not entering upon an untried experiment. True, it has not yet been done by the Government, but many, very many, large corporations in the country, some of them like the United States Steel Corporation, the Pennsylvania Railroad system, the Western Union Telegraph Co., and National Electric Light Co., with as many employees as are enrolled in the classified service of the United States, have had pension systems in operation for years, and their directors have been able to prove to their stockholders that the money spent in pensions has been a dividend-paying factor.

The bill under consideration (H. R. 6915), providing as it does for retiring on an annuity of \$600 any employee of the Post Office Department who has become unfit to perform his duty through old age, is really a long way behind the systems in vogue in the corporations I have mentioned, but it is a step in the right direction, and I am heartily in favor of it. I believe there will be no voice of dissent from any part of this broad land of ours if the Sixty-fourth Congress places it on the statute books. The farmer, the miner, the mechanic, and the business man alike want the business of the Post Office Department carried on in the most efficient manner possible; want this, the greatest department of the Government and the one nearest to the people, to be conducted in such a way that they can all point to it with pride, and this can not be done while we continue the present unbusinesslike method of dealing with superannuation in the Postal Service, allowing old men to continue in harness until they drop.

We will, in passing this measure, do only what I am sure the fathers of the civil service would have done if they had been able to see 30 years ahead. We will make the Postal Service an institution which will attract and hold the best of our young men. They will then be content to make it their life work, and a contented force will insure the highest degree of efficiency.

Mr. CAREW, M. C., of New York. Mr. Chairman, on behalf of myself and Congressman Dooling, we both want to be reported here in favor of this bill. The system there embodied is favored by the big corporations, as I understand, and the Government could certainly be as liberal an employer as they have been.

Mr. SULLOWAY, M. C., of New Hampshire. I want to be reported as favoring something of this kind. I am not going to make any of these long talks, because there are too many gentlemen waiting to be heard. You are all as familiar with the reasons why something of this kind should be enacted as I am—a great deal more. I have some doubt as to whether the flat sum is correct or not, but I should be satisfied with your best judgment on that. I want to be understood as heartily in favor of something of this kind.

Mr. PARKER, M. C., of New York. I would like to have my presence noted, and that I am in favor of the bill, and ask leave to file a brief.

#### STATEMENT OF HON. JULIUS KAHN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA.

Mr. KAHN. Mr. Chairman and gentlemen of the committee, Mr. Parker, of New Jersey, a while ago referred to the fact that the enlisted men in the Army after 30 years' service are paid an annual sum during the balance of their natural life. That sum amounts to approximately \$67 a month. The last Army appropriation bill car-

ried the sum of \$2,800,000, or thereabouts, for the pay of those men, and the bill that is now being considered will carry a little more than that; so that in the Army and in the Navy we have been pensioning those men who have rendered faithful service for a period of 30 years. In the Post Office Department there are many men who have had much longer service. I have in mind especially the case of a man in San Francisco who served for over 50 years. He obtained leave for 150 days, and some few months ago, at the end of that time, when he applied to still continue on leave, without pay, he was told that there was no provision of law for it, and he was dropped from the Government rolls and thrown aside, just as if he had been a sucked-out orange. The Government had the benefit of his skill and ability as a faithful employee of the Government, and then he was thrown into the discard. Now, it seems to me that this Government is strong enough and wealthy enough to treat its old employees in an entirely different way. Provision should be made for them, and in doing that we would be simply following the course that has already been pursued by many of the countries of Europe. They do not throw aside their old employees and let them shift for themselves. They make provision for them, and I sincerely hope that this committee will see its way clear to make a favorable report on this bill and give the Congress an opportunity to vote upon it and show the people of the United States that this great Government of ours, of which we talk so much, and of which we say we are all so proud, is not behind the private corporations of the country, and is not behind the progressive nations of the world in taking care of its faithful employees.

Mr. O'SHAUNESSY, M. C., of Rhode Island. I have to go to a meeting of the Committee on Interstate and Foreign Commerce, but I want to announce my attitude upon this bill. I have not only voted, but have spoken in favor of such a measure in the House of Representatives. I think it is a splendid advance over what I call an anachronism in our governmental policy toward the post-office employees, and my views are so well known to those who are interested in this matter that I do not think it is necessary for me to add anything further.

Mr. BRITT, M. C., of North Carolina. Mr. Chairman, I want to say a word in behalf of this bill. I heartily favor it, and I hope this subcommittee will report it. I shall be glad to be present as a member of the floor committee and vote to report it to the House, and I shall gladly vote for it there and say anything that I can say for it. I have but one objection to it, that it does not go far enough; it does not do quite enough. That is my only objection, and my objections are not fitful; they come from four years' experience in postal service and my observation of the condition of those who will be benefited by this measure. I heartily hope that it will be passed.

Mr. CHARLES, M. C., of New York. I would like to be reported in favor of the bill. I have a previous engagement, and I am sorry I can not stay longer, but I would like to be on record as being in favor of the bill.

Mr. NEELY, M. C., of West Virginia. I am not vain enough to think that I can add anything to the weight of the arguments that have already been offered on behalf of a favorable consideration of this bill, but I do wish to be recorded as being present and urging as

earnestly as I can that the committee take favorable action on this bill and report it to the House with the recommendation that it may pass, so we may have the opportunity to vote on it.

Mr. ASHBROOK, M. C., of Ohio. Mr. Chairman, I take it that the presence of so many Representatives here this morning will have more weight with this subcommittee than perhaps the majority of the other speakers. I am not, therefore, going to take up your time, except to say that I believe that legislation along this line, along the lines proposed by this bill, is not only in the interest of humanity, but in the interest of good service. I have had under my own personal observation many cases which have convinced me that there ought to be some sort of care taken of the old employees of this Government, and certainly Uncle Sam can do as well by its employees as private corporations. I just simply want to say that while I do not know that it is the best bill that you can report out, I am in favor of some legislation along this line.

**STATEMENT OF HON. CHARLES F. REAVIS, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF NEBRASKA.**

Mr. REAVIS. Mr. Chairman and gentlemen, I am not going to occupy any considerable time, inasmuch as so many are waiting to be heard. Most of the statements that have been made to the committee have been made largely upon the duties which the Nation owes to the employees. I occupy the same attitude. I believe that this Government should enact legislation that is in harmony with the spirit of this age. There are some 800,000 employees of private corporations who are now under a pension system in this Nation. Practically every other government in the world has adopted legislation similar to that which is now before you, and I want to add just one word with reference to the benefits that would accrue to the Government by reason of this bill, or some similar provision. I can cite a specific instance which exists in the post office at Lincoln, Nebr. There are five employees in that office who have been in the employ of the Government more than 30 years. They are all old men. They have outlived their day of usefulness, and yet the postmaster, being humane in his nature, declines to discharge those employees. One bright, active fellow could do the work of all of them, and the salaries of four might be saved if those men could be retired, and something given them toward maintaining themselves and families after retirement.

Another feature of this bill which would inure to the benefit of the Government is this: It is entirely advisable that postal employees who start in work of that character should start with the idea of making it their life employment. If you have in your employ in the postal department one who is exceptionally competent, he is very likely to be attracted into other avenues of endeavor, unless there is some special inducement to keep him in the employ of the Government, and if you have a retirement provision in the nature of a pension system, when he is superannuated, that he may look forward to the days when his productive years have gone by, when he is no longer efficient and competent, knowing that the Government will in some measure take care of him, he is much more apt to remain in

the governmental employ than he is to accept private employment. I believe that legislation of this character is entirely essential, not only from the standpoint of the employee, but from the standpoint of the service as well. It is in harmony with the spirit of this age. I believe I am correctly informed that every other great Government has a system somewhat similar to this. I know the great private corporations in the East have adopted systems similar to this, and I do not believe that this Government has any right to take the best that a man has in him, to take the product of his vitality during his competent, efficient, productive years, and then, after they have absorbed all that he has, to throw him out like a sucked-out orange. I believe that either this bill or some bill similarly designed, should be reported to Congress, and I want to be recorded as being earnestly in favor of it.

**STATEMENT OF HON. HARRY LANE, A SENATOR FROM THE  
STATE OF OREGON.**

Mr. LANE. I am from Portland, Oreg., and I know men in the service there who went in when they were boys, young fellows that I went to school, and I am now past 60. Those men are now of my age, and they have made this their life work. They will soon be unable to perform any further duties and will have no means of livelihood. I am in favor of the bill for that reason. It is but an act of justice, in my opinion, and I hope you will report on it and recommend its passage, and when it comes to our side of the House I will vote in favor of it.

Mr. CHANDLER, M. C., of New York. I want to record myself in favor of this bill, simply saying that both in and out of the House I have advocated the principle of this bill, and I do not think it is necessary to elaborate on my views and take up your time at this time. I will reserve what arguments I have in favor of it when the bill comes before the House. I can not conceive that it will be defeated in committee, and I wish to be recorded as being in favor of it.

Mr. OLNEY, M. C., of Massachusetts. I desire to be recorded as heartily in favor of this bill. My father, as an employer of labor, when he was living, acted the part of a humanitarian when he gave free rental in his houses during the times of depression, so to speak, and kept superannuated employees on the pay roll. I know of instances of employers of labor in Massachusetts, including labor corporations, which keep on their pay roll so-called superannuated employees at the old scale of wages, and I believe that this bill is a measure of efficiency in the conduct of the Government.

Mr. BRUMBAUGH, M. C., of Ohio. I want to say that I am very heartily and very earnestly in favor of this bill. I think it not only a matter of justice, but I think the country would find it a matter of economy as well. I have a mass of facts and figures and letters, but I will not take the time to present them now, because so many other gentlemen want to discuss the question and appear before the committee. I will take pleasure in saying what I have to say in support of the bill upon the floor of the House, but I earnestly hope the committee will report the bill, because I consider it one of justice and a matter of economy as well as justice.



**STATEMENT OF HON. CLIFTON N. McARTHUR, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OREGON.**

Mr. McARTHUR. Mr. Chairman, I am heartily in favor of legislation of this character, and the thought has occurred to me that the men in the various branches of the Postal Service are of the very highest type of Government employees, but there is this distinction between men in the Postal Service as against men in other branches of the Government service: Men in practically all of the great departments or offices of the Government are under a strain mentally. The men in the Postal Service are not only under a strain mentally during their hours of work, but they are practically all called upon for very great physical effort in the matter of carrying heavy pouches and packages, and when these men get well along in years this physical strain tells on them. I believe that the Government ought to make some provision to look out for those men in their old age—men who give the best efforts of their vigorous manhood to the service in which we are all interested and in which every person comes more in contact than it does with any other branch of the Government. I believe it to be in the interest of good morals, good health, and general efficiency to pass legislation of this character, and I hope I may have the opportunity of voting for this or a similar bill on the floor of the House.

**STATEMENT OF HON. JAMES S. DAVENPORT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OKLAHOMA.**

Mr. DAVENPORT. Mr. Chairman, all I desire to say to the committee is that I am in favor of this bill or a bill carrying similar provisions, and I believe that after the men have gone through their entire life, or the useful part of their life, in that occupation they ought to be provided for by that government that they have been serving. I am heartily in favor of the bill and hope the committee will report a bill carrying these provisions or similar provisions. Judging from the number of Congressmen here I think it will be difficult for the subcommittee to fail to report it or refuse to report it when it is evident by the appearance of so many Members of the House and the Senate that there is such a large number in favor of the passage of the bill.

**STATEMENT OF HON. GEORGE HUDDLESTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ALABAMA.**

Mr. HUDDLESTON. Mr. Chairman, I have the idea that every fair system of wages contemplate one of two things—that the worker shall save himself enough out of his wages to take care of himself and his family in his old age or that his employer or the Government shall look out after that end of the game. A man must be cared for in his old age. We do not turn horses out when they get old in the fields to starve. Why should we turn men out to starve? The Government has not pursued the policy heretofore of paying these postal employees sufficient to save up something for old age. The pay has been increased in recent years, but until very recently it was quite meager, and I doubt if any postal employee has been able

to make any substantial savings on account of the increase. It seems to me that right now is the time when we should put in force some system of civil pensions for Government employees, and I do not know of a better place to start than with the postal employees.

**STATEMENT OF HON. ALLEN T. TREADWAY, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF MASSACHUSETTS.**

Mr. TREADWAY. Mr. Chairman, I have been asked by the postal employees throughout my district to appear this morning and report myself in favor of a postal retirement plan, such as is contained in the Griffin bill (H. R. 6915). There is an association in Holyoke, Mass., two associations there, in fact. There are three letters from Holyoke; there has been one from Greenfield, Mass.; and three from Pittsfield, Mass. I have been personally very much interested in some form of retirement pay or remuneration for our mail carriers in the Free Delivery Service. Nothing has shown better than the climate of New England this winter what ought to be done for such a service as that. They are underpaid. I do not think that there should be any contributing features, so far as I conceive, on their part. It seems to me right and proper that the Government, after a faithful service, should in some way care for employees of this character just the same as any business concern or the same as many States do, and in this connection I wish to call attention to the method that has been pursued in Massachusetts. You have before you, perhaps not for hearing at this moment, but you have before your committee a bill, I understand, based on the method of retirement in Massachusetts, introduced by Representative Tague. It has worked well in our State, and I commend it to your attention in making up some form of bill fair both to the employees and to the interests of the Government. I heartily commend the principle involved, although, of course, I am not in a position to express a definite opinion as to the merit of the bill before you. I will not do that, of course, but will leave that to the good judgment of such representatives of the committee as are handling the matter.

**STATEMENT OF HON. ISAAC B. SHERWOOD, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF OHIO.**

Mr. SHERWOOD. Gentlemen, I am in favor of this bill, because I believe it is a kind of benevolent paternalism. I was on the floor when the seed bill passed last year, I think, calling for \$17,000,000. A few years ago it was \$3,000,000, and I have made inquiries from farmers, and I can not see any more benefit from the bill than they had when it was \$3,000,000. Take seeds, for instance, that you buy in the feed store for 10 cents a package it costs the Government to deliver 50 cents a package. On the floor of the House there was an appropriation made of \$400,000 to suppress the hog cholera, and I think that a good man, with his head and heart above his belly, is entitled to more consideration than the unthinking hog, whose head and heart are on a level with his belly. I believe the postal employees give the best service to the Government and work more hours and are entitled to more consideration than an unthinking hog or seed for farmers. I have introduced a bill in the interests of

paternalism myself. I introduced and helped to put through the \$1-a-day pension bill for old soldiers, and I have introduced a bill for old-age pensions on the style of Germany and England and countries of the Old World, and I am sincerely for this bill and I hope the committee will report it and that it will pass; and if you do pass it, God Almighty ought to bless you, and I will agree that the 400 employees in the Toledo post office will all bless you.

**STATEMENT OF HON. WILLIAM H. COLEMAN, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF PENNSYLVANIA.**

Mr. COLEMAN. I wish to commend this bill to the committee because of its extreme conservatism. It is not asking the Government to accept a new standard in the way of old-age pensions, but only to follow a long way after the standard that has been set by private corporations. Nor do I look upon it as a benevolent paternalism; but I think it makes for efficiency and that it will be to the interests of the Government to pass such a bill, thus encouraging the young men and the middle-aged men in the service as they look forward to the time when, after long years of faithful service, they can retire with a living salary, and it is because of the conservatism of the bill that I say this committee ought not to hesitate to report it favorably to the House.

**STATEMENT OF HON. JOSEPH TAGGART, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF KANSAS.**

Mr. TAGGART. I wish briefly, but most earnestly, to urge the committee to recommend this bill favorably. It has other grounds on which it can be based, besides paternalism and humanity, grounds of far-reaching and farsighted public policy. The beginner may take the place of the superannuated, and the difference in the cost of employing the beginner and the cost of continuing the superannuated in office will largely compensate for any expense of the bill. We pass this way but once, and in passing there is not anything so wise in government as to convince the human being who is discharging public service every day that other men are quite as good as he is. If the men in Congress have a heart, and if the Government is the expression of the united will of the American people, their benevolence, their generosity, their patriotism, their trust in each other, because this Government is founded absolutely upon the trust of one citizen placed in another, and the more men are trusted the more they will rise to the duty of discharging that trust faithfully, honestly, and with enthusiasm, I am for this bill because the United States should be a model employer. We should not be put to shame by those corporations that we have abused so loudly on platforms throughout the Union. We see the superannuated employee of the railroad company that we are chiseling sitting on the front porch, waiting for the sunset, and receiving a pension from the railroad company that is so roundly abused. We see the former and superannuated employee of every form of industry in our great cities treated with that humanity that is not only a kindness to him but is a far-reaching and wise measure for the corporation. This Government must be wise; it must cultivate the patriotism, the

enthusiasm, and the absolute faithfulness of every man who serves it. It is the greatest of all experiments.

We have our boys in Mexico, trying to correct evils that arise in a Government where self-government would seem to be an impossibility, and we maintain the greatest thing that man ever did, and that is self-government. Let us be wise, let us be generous, and let us be fair, as fair as citizens are to their employees. I believe the cost of this bill will be comparatively insignificant compared to the value of it. We shut our eyes and vote a battleship worth \$16,000,000 that lasts 16 minutes with a 10-foot hole in it, made by some low-browed operator of a submarine. That would be ten times what this bill would ever cost. We do that, and go home, and the folks do not know we did it, but if we knock a \$900 clerk off the roll, somebody will applaud, and stamp his great plow shoes on the floor, because we practice economy. We take great pains sometimes to strain out an act, as Talmadge read that particular text, and then pleasantly worry down a camel, and look as wise as a frog after we do it. This is a mere trifle compared to the value of it in the public service. We need a spirit in that service that we haven't in it now. We have paid our armies, we have paid our navies, we retire the officer who sat around when he was not dancing the tango, for 40 years, on a prince's salary, and turn the poor stooped, worn-out letter carrier out of the service of the Government to die in poverty. It is not fair, and I am for this bill.

**STATEMENT OF HON. CARL E. MAPES, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN.**

Mr. MAPES. Mr. Chairman, I have been asked to appear here by several of the postal employees of my district, representing as they do all of the postal employees of the district, which I am very glad to do. I have always been in favor of some such legislation as proposed in this bill. I have been asked by the secretary of the Grand Rapids branch of the National Association of Letter Carriers and by the secretary of the Grand Rapids branch of the United Association of Post Office Clerks, especially, and in the language of one of those correspondents, after mentioning the names of the three members of this subcommittee that will conduct this hearing, he says: "Our measure is in the good hands of the three honorable gentlemen above mentioned, and they are all very zealous for its success," and understanding that to be the case, from my own personal knowledge, I simply want to add my indorsement of the legislation, and hope that some remedial relief of this kind will be passed at this session of Congress.

Mr. HASKELL, M. C., of New York. I desire to be recorded in favor of this bill, and would ask leave to file a memorandum.

**STATEMENT OF HON. JOHN A. ELSTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA.**

Mr. ELSTON. Mr. Chairman, I have always been in favor of retirement pensions, and I have declared myself along that line more than once, before I ever thought of going to Congress. I will not take up any time now, because I expect that I will have the op-

portunity to express my views more fully. I would only say that I am in favor of this bill, because I believe it is just and humane and because I believe it makes in the interest of efficiency and economy. I believe further that it is a measure of preparedness that we have overlooked, and that we ought to press now as we have never done before. It is a kind of preparedness that I think is more fundamental than some of the others.

Mr. SMITH, M. C., of Minnesota. Mr. Chairman, I have received a request from my constituents that I appear this morning and express myself in favor of this legislation. I want to indorse everything that my colleague, Mr. Elston, has already said, and I would like to have the privilege of filing a brief.

**STATEMENT OF HON. ISAAC SIEGEL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK.**

Mr. SIEGEL. I simply desire to say that I have always been in favor of a measure of this kind, and I file a statement showing that the press of New York is unanimously in favor of this measure, or a similar measure. I also file statistics showing that we have reached a time in this country, when in view of the fact that 19 out of every 100 men who reach the age of 60 or more are at the present dependent upon charitable institutions and their relatives for a livelihood, that the Government of the United States should at this time set an example for the other employers of labor throughout the country and retire employees when they do reach the age of 60 or above.

I also desire to say that Congressman Bennet asked me to state that he is in favor of this measure.

(The statement of Mr. Siegel is as follows:)

Mr. Chairman and gentlemen of the committee, I appear here in favor of this measure because I believe its enactment would result in justice being done to the employees of the Postal Service.

It is readily conceded that there are no more faithful, harder worked, and more conscientious employees in the service of the Government than are the men of the Postal Service.

Working at all hours, in winter and in summer, in snow and rain, in wind and storm, day and night, and under the strictest of discipline, yet at all times they perform their work honestly and most thoroughly.

I do not know whether any of the members of the committee has ever visited New York City and seen some of the old men in the Postal Service. Decrepit, old, and bent over on account of age, feeble, barely keeping flesh and bones together, you see them each with a mail bag on his shoulders endeavoring, with the hardest kind of physical effort, to perform work that a younger man should be doing. If the carrier that I have described was working for a large corporation he would, at his age, be retired on a pension, or during his lifetime would have been in a position to save sufficient money with which to get along in the last few years of his life.

It is the theory of those who are interested in the welfare of humanity and of those who have made the subject a thorough study that the result of not paying a living wage is to necessitate the paying of a pension in old age.

When men reach old age they should be able to have the opportunity of quiet enjoyment of life, without the constant worry how to live, and where to obtain the means with which to live. Yet that is the condition which confronts the average employee in the service of the Government when he reaches old age.

One of the big life insurance companies of the United States has been collecting statistics on this very important subject. If you begin with 100 average healthy young Americans, each at the age of 25 years, and then trace the story of each through the next 40 years, what is it that we find? You will find that out of the hundred 64 will still be alive. You are naturally interested in know-

ing what their standing will be financially, but the answer is a severe condemnation of our system of wages. Of 64 who will survive, 1 will be rich, 4 will be called wealthy, 5 will be still self-supporting, and 54 will be dependent upon relatives, friends, or public charities. It is an indictment that is most humiliating to our people, but it is the condition which exists.

The Government of the United States by its failure to pay a living wage which would leave something to be put aside by its employees casts the burden upon private individuals and public charities throughout the country instead of carrying it, as it should.

The New York Evening Sun of April 5, 1916, had an editorial which expresses the opinion held by numerous newspapers, and I therefore take the liberty of reading it.

#### "POSTMEN AND PENSIONS.

"If policemen, firemen, and school-teachers are to be retired on pensions by municipalities, there appears to be no reason why the same reward for long and faithful service should be withheld from the letter carriers by the United States Government. Soldiers and sailors of the Army and Navy are already eligible for pensions for service which, while more hazardous in emergencies, is not as gruelling year in and year out.

"The men who collect and distribute the mails are compelled to face exposure in all sorts of weather without the special training of the Army and Navy to give them endurance. Their wages are not sufficient to enable them to provide adequately for their families and at the same time put aside enough to support themselves in their old age. Evidence is advanced to show that many of the carriers accordingly are compelled to stick to their tasks when age and physical condition render their retirement advisable.

"Congress is being urged again this year to pass a postmen's pension law, and it should do so. It votes millions annually for far less worthy pension purposes."

The New York Evening Journal printed the pictures of Benjamin T. Lee, Station J, appointed October, 1868; of Gustav A. Wambach, Station P, appointed March, 1867; of Silas D. Davis, Station C, appointed June, 1869; of Lawrence Dunn, Station L, appointed February, 1867; and of William P. McIntosh, Penn Terminal Post Office, appointed March, 1870, and on the same date, April 6, 1916, published the following editorial:

"AN OLD HORSE AND AN OLD MAN—A SELF-RESPECTING FARMER TAKES CARE OF THE OLD HORSE—THE RICHEST GOVERNMENT IN THE WORLD TURNS THE OLD MAN OUT TO STARVE.

"[Copyright, 1916, Star Co.]

"At the top of this page are printed photographs of five men, each of whom has served the United States as a letter carrier for about 50 years. We print their pictures, not to make any especial appeal on their behalf—for not one of them asks it.

"The photographs are printed to show you what type of men give their lives to the government and to the public—earnest, high class, self-respecting men, worthy of respect and of gratitude.

"When a farmer has worked a horse for 20 years he gives that horse pasture for the rest of his life.

"He does not turn the horse out on the roadside—the neighbors would not tolerate it.

"When the Government of the United States has worked a man for 50 years, that Government, the richest in the world, ought not to turn that man out on the roadside, as our Government does.

"There is now before the Congress at Washington a bill which begins as follows:

"*'Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That beginning with the first day of July next following the passage of this act, the Postmaster General shall grant an indefinite leave of absence, together with an allowance of \$600 per annum, to be payable monthly, to any person employed in the Railway Mail Service, the Rural Free Delivery Service, the City Free Delivery Service, and to post-office clerks and other employees in post offices who are in the classified civil service who have become incapacitated from performing their duties through superannuation.'*

"The nice long word 'superannuation' means too old to work and earn a living.

"This bill, if it passes, as it should pass, will permit the people of the country to give a pension of \$600 a year to men who have worked faithfully for half a century.

"Write to your Congressman and to the two Senators from your State, and tell them that you want to see this bill made a law.

"It is your money that will be spent to pension these faithful workers.

"There is no charity, nothing but plain justice in a fair pension system.

"And remember that in such a system there is no extravagance; on the contrary, there is economy.

"When a man has worked a half century, and can work no longer, he must still live.

"Please believe that it is better for the country and cheaper for the Government and the taxpayers to give such a man a fair pension than to turn him adrift.

"You can keep an old man in self-respect on a pension much more cheaply than the grafters will keep him in a poorhouse.

"By treating old and faithful workers honestly and fairly you encourage the better class of young men to enter the Government service, and that service is your service.

"Look at the faces on this page, a few of the men in one city who have served faithfully for so long.

"Think of your own father, as you look at these faces, and use your influence with your Congressman to get justice for honest work.

"P. S. This bill will come up in Washington to-morrow. If you act at all in the matter please act quickly. If you have not time to write a letter, tear off this page of the Evening Journal, write on it 'These are my sentiments,' and mail the page to your Congressman and to your Senators."

In a statement submitted to the Committee on Post Offices and Post Roads of the United States Senate in the Sixty-third Congress, First Assistant Postmaster General Roper said among other things:

"Fortunately, many have looked forward and provided during their years of vigor for the needs of the declining period of life. But countless thousands have been unable or unwilling to do so. It is these—it is the case of the man who, for whatever reason, has arrived at the age of incapacity with no means of support—that we are considering. It is fruitless in his case to urge the claim against himself. What he has produced he has consumed or permitted others to consume. He has nothing now but the memory of wants satisfied. He can produce no more. It is useless, often unjust, to condemn him, and heartless to make him suffer, even as an example to the thrifless. The problem that he presents may constitute an argument for State insurance and compulsory savings in recognition of the superannuate's claim against himself. This remedy may be applied to those who are thoughtlessly following in his footsteps, but it can not be applied to the man who is already superannuated."

He also called attention to the reference made to it by President Taft in the following sentence:

"The present practice of retaining such (superannuated) employees on the rolls and as they grow older, expecting from them a smaller quantity and lower grade of work, can not continue indefinitely without seriously impairing the efficiency of the entire service and imposing upon the Government a cost that will be in excess of the expense to be incurred by the adoption of a reasonable plan for remedying existing conditions."

The Assistant Postmaster General called attention to the following:

"There are 80,000 classified civil-service employees, exclusive of rural carriers, at the 2,600 largest post offices in this country. Of these 80,000 employees, 2,508 are above 60 years of age. Of this number, 1,170, or nearly half, are between the ages of 60 and 65 years. Only 127 are over 75 years of age. There are isolated instances of men of advanced years performing active service. One assistant postmaster with a salary of \$900 is 79 years of age. One city letter carrier is 89. Two post-office clerks and two laborers are each 87."

He later on said:

"Undoubtedly the Government suffers loss of efficiency due to the unlawful retention of superannuated employees. Many postmasters and other supervisory officers are disposed for humanitarian reasons to continue aged and incapacitated clerks in office without proper readjustment of their salaries long after their usefulness and value has begun to wane. Not only are the salaries

of these clerks frequently an unwarranted expenditure of public funds under the law, but the promotions of deserving younger clerks are withheld and the incentive for the maximum endeavor on their part is reduced."

Thus we have the consensus of opinion of not only ex-President Taft but also of Assistant Postmaster General Roper and of newspaper opinion that the situation must be met, and as no real reason can be advanced for opposition to this bill and because it will be carrying out the dictates of justice and humanity and at the same time permitting the Government to do what is right and fair to its employees I urge this committee to report this bill favorably.

Mr. STEPHENS, M. C., of California. Mr. Chairman, in my judgment the United States does not pay its postal employees as much as they earn. I know that they do not receive salaries sufficient to lay up much for a rainy day, and I strongly favor a measure of this kind.

Mr. GRAY, M. C., of New Jersey. I simply wish to express myself in favor of this bill and to ask the privilege of extending a brief memorandum in the record.

Mr. FREEMAN, M. C., of Connecticut. I wish to say to the committee that I am in thorough sympathy with the principle involved in this bill, and I trust that you may, in your judgment, report it out favorably.

Mr. ESTOPINAL, M. C., of Louisiana. I desire to express my entire willingness to support this bill. I have a great many of these people in my district engaged in this business, and this relief ought to be granted.

**STATEMENT OF HON. ADAM B. LITTLEPAGE, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF WEST VIRGINIA.**

Mr. LITTLEPAGE. I want to be recorded as present and advocating the report of this bill by this subcommittee to the committee and by that committee to the House of Representatives, in order that we who are in favor of this measure may have the opportunity to vote upon it. I am one of those, Mr. Chairman, who believe that the people of this country have been working for the Government since 1776, and that it is pretty nearly time the Government began to reciprocate and help the people who helped the Government.

There is no more deserving class of employees in our Republic than are the United States mail-service employees. We people, some of us, are farmers, some lawyers, and some bankers. I have on my farm at home some old horses, and I have some old hounds, and I will not suffer any man to treat either of them unkindly. I would rather he strike me than strike one of them, because of their faithfulness, because of their friendship, because of their affection, so far as it can be instilled into the animal heart. If we are willing to take care of dumb brutes at home, why ought we not be more willing to take care of people who serve this Government faithfully, honestly, and efficiently? This is a very deserving measure. It intends to treat with at least partial justice some of the most deserving employees in the history of our Republic. I know some men in my home town of Charleston who have for long years past rendered faithful and efficient service. Some of them have broken down, bent over, and are about ready to fall, with no income, no hope, no ambition, except to serve Uncle Sam, and it is pretty nearly time that Uncle Sam was doing something for them. I am in favor of this bill. It



is in the interest of justice and in the interest of humanity, and it is pretty nearly time that Uncle Sam was beginning to pay some of his debts. We are paying the Army officers who are retired; we are paying the Army soldiers pensions, and deservedly so and properly so, and I am in favor of it, but I want to go all along down the line, treating the people in that fair and even-handed, just manner and way that will cause them to love this Republic. The man who loves the flag is deserving of the highest consideration upon the part of all of our people, and the man who serves that flag is equally deserving.

Mr. PAIGE. Mr. Chairman, there is a roll call of the House, and I move that we take a recess until a quarter to 12. It is evident that the entire membership of the House wants to go on record as being in favor of this bill.

**STATEMENT OF HON. JAMES A. GALLIVAN, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF MASSACHUSETTS.**

Mr. GALLIVAN. Mr. Chairman, I am appearing before your committee this morning to heartily indorse the Griffin bill (H. R. 6915), which you now have under consideration.

As the title of the bill indicates, its purpose is "to grant indefinite leaves of absence to superannuated employees of the Postal Service."

Mr. Chairman, right here I want to express the gratification I feel in witnessing the unusual sight of more than 100 Members of Congress personally appearing before your committee in support of this bill. I doubt whether it is within the recollection of the oldest Member of Congress when so many Representatives have appeared before any committee of the House in favor of any bill of any character whatsoever. This demonstrates beyond all possible doubt that there is a nation-wide public demand for the enactment of such legislation as is contemplated in the Griffin bill.

From my acquaintance with hundreds of the employees of the Postal Service in the Boston postal district, I am in a position to say to you gentlemen that of my own knowledge there exists the most acute necessity for the speedy enactment of this legislation.

I may say, without fear of successful contradiction, that nowhere else in this big country of ours is the problem of superannuation among postal employees more pressing than it is in the Boston postal district. Because of the fact that Boston is one of the oldest cities in this great country of ours, it follows that our post office in Boston is also one of the oldest established post offices in the United States. By reason of this fact, we have a very high percentage of postal employees who have grown gray in the service of our Government.

No more pathetic sight can be imagined than to witness, as we do in Boston, the sight of faithful old letter carriers doing their very best in an effort to cover their districts to the satisfaction of the public, notwithstanding the fact that the weight of years rests heavily upon their shoulders.

To go inside of the office is to find other veterans of the service in clerical capacities straining every energy to retain their efficiency, in part at least, so that they may not be ruthlessly separated from the service and left absolutely without means of sustenance in their declining years. A visit to our great terminal railroad stations

presents to our vision the sight of old railway-mail clerks, who have spent their lives in the discharge of most arduous and technical duties in the face of daily peril to their lives, waiting from day to day for the message that Congress has finally adopted legislation that will enable them to retire with a modest competence sufficient to keep the wolf from the door in their few remaining years.

Mr. Chairman, it is a matter of shame to our Government, the richest and most prosperous on the face of the globe, that it has not before now made provision for the retirement of the superannuated employees of our Federal Government.

Investigation discloses the fact that we are the only civilized Government in the whole world that has not made such provision.

In the great majority of our State governments and in hundreds of municipalities we find legislation enacted to provide for superannuated employees.

I come from a State and a city that has not only kept pace with the spirit of the times in regard to caring for the old, but I come from a State and a city that is leading the way in respect to such legislation. I am advocating the enactment of this Griffin bill, not only because it provides for a long delayed recognition of faithful service of these postal employees, but because its enactment will mean a genuine economy to the Government.

Hundreds upon hundreds of our great private industrial corporations have within the last 10 years voluntarily made provision to retire their faithful old employees as a reward for their faithfulness. These private corporations have come to realize that it is a matter of sound business economy to take such action. When hard-headed business men arrive at this conclusion it is high time that we, the representatives of the people in Congress, awaken to a realization that it is of equal if not of greater importance for this great Government of ours to adopt a similar policy.

I am glad to know that this Griffin bill (H. R. 6915) is being advocated by the great organizations of postal employees representing the city letter carriers, the rural letter carriers, the railway mail clerks, the city post-office clerks, and other post-office employees in the field service.

The representatives of these men know the conditions under which these employees have to labor. They know how pressing is the need for the enactment of this bill, which they are unitedly presenting.

I had brought to my attention a number of cases of these old employees who have been either removed from the service or reduced in compensation for no other reason than because they served their Government faithfully, but alas, too long.

Mr. Chairman, there is in existence in the Post Office Department a regulation so inhuman that were it invoked in any private establishment, that it would cause a great cry of public indignation. This rule provides that any employee who is absent from duty more than 150 days in any calendar year is automatically dropped from the service. Under the operation of this rule, the faithful old public servants of the Postal Service are being thrown out one by one to become a charge either upon public or private charity in their old age. However compassionate a postmaster may be, or however broad

his human sympathies may be, he is powerless to prevent these great injustices because of this department-made regulation.

I am told that this Griffin bill, which you are now considering, will only cost the Government about \$360,000 a year, according to the careful estimates of a competent actuary. This cost represents a very minute percentage of the total salaries paid to the employees specified in the terms of the bill. Personally, I am convinced that the Government will save many, many times over this amount in the increased efficiency that will come to the Postal Service because of the new blood that will come into the service to take the place of the old.

Personally, I am convinced that the greatest incentive to efficiency on the part of employees in any walk of life is to give them decent and considerate treatment, and to give them the assurance that after they have given their whole life in an endeavor to build up an efficient service, that they will be free from the soul-destroying fear of poverty in their old years.

Mr. Chairman, my investigation of the conditions surrounding postal employees and other public servants, if you please, convinces me that on the average their compensation is entirely inadequate to enable them to lay aside a sufficient sum out of their small earnings to enable them to provide for their old age.

From the reports of Postmasters General and their assistants, I learned that the department has repeatedly urged Congress to enact legislation for the retirement of the superannuates of the Postal Service, in the interest of maintaining the highest degree of efficient public service.

The bill before you presents a clear-cut issue. The Griffin bill strikes at the very root of the evil of superannuation in the Postal Service. It is not confounded or confused with any extraneous issues that has to do with either increases in compensation or with provisions for disability resulting from accidents and injuries which may well be left to subsequent legislation.

Mr. Chairman, the fact that this bill is so reasonable in its terms, involving as it does such a very small burden upon the Public Treasury, we owe to ourselves as representatives of the people in Congress to speedily enact it into law to the end that efficiency in the public service will be preserved, and to the further end that these faithful old employees may be permitted to retire from the service with this small competence of \$50 per month, which will at least insure them and those dependent upon them against actual want.

In conclusion let me express the earnest hope that this subcommittee will favorably report this bill to the full committee and that the full committee will, without unnecessary delay, report the same to the House, so that we Members of Congress may have an opportunity to vote upon it. I am confident that if the House is given the opportunity to vote upon the Griffin bill that it will pass.

**STATEMENT OF HON. DAVID A. HOLLINGSWORTH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO.**

Mr. HOLLINGSWORTH. Mr. Chairman, I simply desire to take a moment of your time this morning to give my most cordial indorsement to the bill which is before your committee, H. R. 6915, "Granting indefinite leave of absence to superannuated employees of the Postal Service."

**STATEMENT OF HON. SEWARD H. WILLIAMS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO.**

Mr. WILLIAMS. Mr. Chairman, I am glad of the opportunity at this time to be recorded in favor of the measure which is before you. I feel if this bill is passed it will carry into effect the principles which inspired the enactment of the civil-service law.

I would like to ask the permission of the committee to submit a memorandum on this subject for the record.

Mr. BEAKES. Without objection, that permission is granted.

**STATEMENT OF HON. FRED A. BRITTEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS.**

Mr. BRITTEN. Mr. Chairman, I want to appear in your hearings as being in favor of this very meritorious bill from a purely economic standpoint.

We often hear of great manufacturing concerns declaring a profit-sharing rule in their companies. We hear that they are pensioning their employees after a number of years of honest service. That has not been, Mr. Chairman, because of a high moral attitude or a desire from a humanitarian standpoint to benefit those employees. It is done because it is profitable to the manufacturers. My idea is that the proposition contained in this bill will pay Uncle Sam manifold.

For a long time, to go back into a little history of the Committee on Naval Affairs for the past 15 years, we have had in the United States Navy a plucking board. That board would retire from service very efficient officers of the Navy—captains, commanders, lieutenant commanders—because the members of the plucking board said these officers had unhappy ships, on the theory that an unhappy ship could not be an efficient ship, that it could not deliver 100 per cent of efficiency because the men were not satisfied with the conditions under which they were working.

The result was they did not do anything with the men; they did not place any rule or restriction over the men, but they plucked from the naval service the commander of that ship.

That plucking bill was very carefully considered before it was enacted by Congress in 1898 or 1899 in the interests of the service. That being true, I am sure the conditions under which men labor to-day that are not satisfactory to the men does not give the proper efficiency to the Postal Service or to the people of the United States. Therefore, I feel sure that a bill of this character will alleviate the situation.

This bill does not provide that a man shall be retired at a certain age. We have officers in the Army and the Navy who are retired at 62 years and 64 years of age, when they are capable of delivering to the United States Government as good service as they have ever rendered in earlier years, and many of them are in good physical condition. This bill obviates that condition because it leaves entirely to a board appointed by the Postmaster General the question as to whether or not a man is not capable of delivering at least some reasonable service to the Government.

This bill will also avoid all party lines. It makes little difference whether a man be a Republican or a Democrat.

There is nothing objectionable in this bill, so far as I can see. It is in the interest of the service of the United States, and I think from the standpoint purely of economy it will return many times more than the annuity which will go to the post-office employees who have retired.

I sincerely hope that this subcommittee will recommend the bill favorably to the full committee, and that the full committee will ultimately recommend to Congress the passage of the bill.

**STATEMENT OF HON. J. CHARLES LINTHICUM, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND.**

Mr. LINTHICUM. Mr. Chairman, I do not care to take up the time of the committee in making any extended statement in regard to this bill. I merely want to say that I am in favor of H. R. 6915, introduced by Mr. Griffin, of New York.

I believe this bill is not only in the interests of economy in the Government service, but I have always felt that when a man works for the United States Government until he becomes old or is by sickness or in some other way disabled he should not be thrown out. Private corporations do not do that, and the United States Government certainly should not do it.

I would like to file a further statement of my views in connection with this matter, Mr. Chairman.

Mr. BEAKES. Without objection, that permission will be granted.

**STATEMENT OF HON. CLYDE H. TAVENNER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS.**

Mr. TAVENNER. Mr. Chairman and gentlemen of the committee, previous to my election to Congress I was a newspaper correspondent in Washington for six years. During that time I attended a great many meetings of committees and subcommittees, but never in all that experience did I witness a scene such as has taken place here this morning.

I doubt whether any bill which has ever been before Congress has brought so many individual Members of Congress to a committee room to ask for a favorable report on the bill. I do not believe a scene like this has ever occurred in the Capitol heretofore.

I am in favor of this bill for pensioning civil-service employees of the Post Office Department, and if it is reported to the floor of the House I will do everything I can to assist in its passage.

**STATEMENT OF HON. CHARLES F. CURRY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA.**

Mr. CURRY. Mr. Chairman and gentlemen of the committee, I am in favor of this bill (H. R. 6915) as a matter of equity and justice and right, and putting into operation, so far as the Post Office Department is concerned, this principle in relation to civil-service employees.

I am sorry the bill does not apply to all employees of the Government.

I could mention 40 or 50 cases which have come under my personal observation of old men who have been worn out in the service of the Government and who have lost their positions and been thrown on the cold charity of the world.

Private corporations do not do that any more, and the United States Government ought not to do it.

I am also in favor of the bill from a business standpoint. I believe the United States Government could put this bill into operation without costing the Government very much, if any, money. The old men who would be retired by the operation of this bill are drawing the maximum salaries. Their places would be filled by young and active men at the minimum salary, and two of the younger men could do the work which three of the older men are doing at the present time.

I hope the committee will report the bill favorably, and I would like to have an opportunity to vote for it on the floor of the House.

**STATEMENT OF HON. WILLIAM S. GREENE, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF MASSACHUSETTS.**

Mr. GREENE. Mr. Chairman, I have had considerable experience as a postmaster in Massachusetts. Thirty-six years ago I was first appointed as postmaster, and then I was appointed again just before I came to Congress.

I have always been very intimately related with all the postal employees, and I know something of their successes and something of their troubles.

I have examined this bill introduced by Representative Griffin, and it seems to me it is drawn in such a manner that it can be easily carried out without becoming a burden on the Government of the United States, and would be of great advantage in the future, because it would provide for some of the men who have been in the service for a long time. I know some of the men who have been in the Postal Service for more than 40 years who are still carrying on their work which they are called on to do.

I hope this bill will be reported, and I believe there is almost a unanimous sentiment in the House of Representatives in favor of the bill. I do not know of any reason why it should not be favorably acted upon.

It seems to me it is a very well-drawn bill. I am not much of a believer in drawing bills and then putting the discretion with the Postmaster General. The exercise of discretion by the Postmaster General has not been very encouraging to postmasters or post-office officials or post-office employees, so far as my experience goes.

I believe there is wisdom enough in Congress to present a bill that will be effective. I am afraid the Postmaster General, if this matter were left in his discretion, would neutralize the good effect of the bill. It has been possible in past history to do that, and that much of this bill which leaves the discretion with the Postmaster General does not meet with favor by me.

I would rather have the bill more positive in its terms in that regard.

I can not see why, if Congress decides on the provisions of a bill, that the discretion in carrying out those provisions should be left with

the Postmaster General, who might come in and neutralize all the good effects of the law which has been passed.

I hope the bill will be reported by the committee, and that if reported it will be passed by the House of Representatives.

**STATEMENT OF HON. JOHN J. EAGAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY.**

Mr. EAGAN. Mr. Chairman and gentlemen, I am very glad to appear here this morning and record myself as in favor of H. R. 6915, introduced by Mr. Griffin, of New York, and to say that I shall be very glad to give the bill such support as I possibly can in the House.

The sentiment in my part of the country is very strong for some degree of protection to the old and superannuated employees in the Government service, and particularly so, I think, in reference to the men who are covered by the provisions of this measure.

Many instances have come under my notice which have emphasized to my mind the importance of having some means of protecting men in the service of the Government as they grow old in that service.

The letter carrier who has delivered my mail for seven years has been in the service of the United States Government for 26 years, and he was recently stricken with tuberculosis. I believe he contracted the disease as a result of his service in behalf of the Government, and I should like, Mr. Chairman, in securing permission to file a statement in support of the bill, to elaborate in reference to the case of my own carrier.

I shall do everything I can in support of this bill and to assist in its passage.

**STATEMENT OF HON. CHARLES B. TIMBERLAKE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF COLORADO.**

Mr. TIMBERLAKE. Mr. Chairman, I desire to appear before your committee this morning as favoring the passage of this bill.

I believe it is but simple justice to this class of Government employees who have not been properly taken care of.

I wish the bill might be larger in its scope and affect more of the employees of the classified service. I hope this committee, from the numbers of the membership of the House who have appeared before you this morning, will be convinced that you should make a favorable report on this bill, and that the full committee will report the bill favorably to the House, and I believe the House is in a mood to take favorable action on the bill.

**STATEMENT OF HON. JOUETT SHOUSE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF KANSAS.**

Mr. SHOUSE. Mr. Chairman and gentlemen, I merely want to join the large number of other Members of the House who have appeared on behalf of this bill this morning.

It seems to me that the prospect which the Government offers to the civil-service employees is not very alluring, as a rule; not so alluring that it will attract the best class of the young men of the country. The salaries are not large; they scarcely give more than a

mere existence for the men who draw them, and there is facing every man who goes into the civil-service system, who goes into the work in any of the Government departments under civil service, merely the assurance of an advancement in salary, with very little prospect ahead of him for his old age.

I personally would like to see this bill applied to every man of the civil service of the Government, and I hope that this is merely an entering wedge for a general bill of this character that will apply to every man of the civil service.

I go even further than advocating the application of that principle to Government employees. I am in favor of a general system of old-age pension. We will come to that in the next 15 years in this country. But anything that leads up to that, anything that shows a tendency in that direction, will always have my hearty support.

I trust the committee will report the bill favorably, and I agree with the prediction that has been made that it will be passed by the House beyond any question.

**STATEMENT OF HON. EDWARD KEATING, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF COLORADO.**

Mr. KEATING. Mr. Chairman, I merely dropped in to move the previous question on this bill. The sentiment seems to be so unanimously in favor of retirement legislation that I think that is all that is necessary at the present stage.

The sentiment of the country and, I think, the sentiment of a majority of the Members of Congress is in favor of retirement legislation. I trust this committee will give the Members of the House an opportunity to go on record on that matter.

I am heartily in favor of the bill.

**STATEMENT OF HON. DANIEL A. DRISCOLL, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF NEW YORK.**

Mr. DRISCOLL. Mr. Chairman, many of the people in my district are in favor of what is known as the Griffin bill.

I think, Mr. Chairman and gentlemen, that this is a forerunner of a universal reform. It is a reform that has certainly been looked forward to for a great many years, and I want to say I am heartily in accord with it, and I trust the committee will report the bill out and give the men who represent the various parts of the country in Congress, who represent the people throughout the country, a chance to vote upon this legislation.

I trust I may have the privilege of filing a more complete statement of my views at a later date.

Mr. BEAKES. Without objection, that permission will be granted.

**STATEMENT OF HON. J. G. COOPER, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF OHIO.**

Mr. COOPER. Mr. Chairman, I am indeed happy to have the privilege of appearing before your honorable committee this morning to say a word in behalf of this measure which you are now considering.



I have long felt and now feel that the Government of the United States ought to take some steps in regard to retiring its employees, especially those in the Postal Service.

In the last 20 years we have seen wonderful progress made along the lines of retirement amongst the employers of labor, the railroad companies and the large manufacturing industries. I believe it is a good thing. I believe it has a tendency to increase the efficiency of the employees.

Ever since I was a small lad it has fallen to my lot to associate with the working classes. For 20 years I sat in the cab of a locomotive on the Pennsylvania lines, and I well remember how happy the employees of that great system were when that company inaugurated a retirement pension for its employees.

I believe I can safely say here this morning to your honorable committee that this retirement pension which this company provided for its employees was the means of increasing the efficiency in the service of their workingmen.

At this time I have in mind one man who lives in the city in which I reside—a man by the name of Duffy—who for 20 years carried the mail to one of the residential sections of our city. During that service he contracted a disease of bladder trouble and was not able to go to the place he would like to have gone to secure treatment for his trouble. After he had been in the service 20 years he was not able to fill the position and he has been turned out by the United States Government and thrown upon the scrap heap.

It seems to me after a man has given the best service of his life, whether to the United States Government or to a private corporation, there ought to be some provision made to take care of every man who has faithfully performed service of that kind.

Therefore I say, Mr. Chairman and gentlemen of the committee, it is a pleasure for me to appear before you this morning and say just a word in behalf of these Government employees who render faithful service at all times of the year, and I, for one, am heartily in favor of having such a measure as this passed.

#### STATEMENT OF HON. E. H. WASON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW HAMPSHIRE.

Mr. WASON. Mr. Chairman, I simply want to take a moment this morning to say that I appear here with the suggestion that I support a proposition like that contained in H. R. 6915.

I do not know that I would support it on the ground of economy to the Government, but I would support it on the ground of efficiency. A poet once expressed the thought that the best employee was the man who was satisfied with his work and sang while he worked.

A man in the Postal Service of the Federal Government who is perfectly satisfied with his work and is happy as he goes along, especially in the thought that in case of any accident befalling him the Federal Government will take care of himself and his family, can render most efficient service to the Government of the United States. In a word, civil service ought to mean civil pensions.

I thank you.

**STATEMENT OF HON. JOSEPH WALSH, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF MASSACHUSETTS.**

Mr. WALSH. Mr. Chairman, undoubtedly you have heard some very strong arguments in favor of this bill from the many Members of the House who appeared before you this morning, and I simply desire to be recorded as being in favor of the proposition.

I think it is significant that this bill is an attempt to take care of the rank and file of the workers in the great army of employees who work for the United States Government. Heretofore, both in the State and in the United States Government the pension system seems to have been begun at the wrong end of the line. The people holding the higher and the more important positions have been given the benefit of retiring upon pensions. While this is not a direct pension, it is a system which, in its working out, I believe will tend toward efficiency, even though not tending toward economy. I think we should not hesitate if we can make any system which will render the service given the National Government more efficient, and I should not hesitate to favor this measure upon the question of expense.

This is a bill which, in its terms and in its working out, I think, will tend to more efficient service, and the provisions of the bill are carefully safeguarded, and I have no doubt it will furnish a plan and a scheme for the further extension of similar provisions for other branches of the service.

**STATEMENT OF HON. J. P. GLYNN, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF CONNECTICUT.**

Mr. GLYNN. Mr. Chairman, I do not know that I can add anything new to what has already been said.

I have had an experience of 12 years as postmaster, and I realize that a provision of this kind is needed for the employees of this branch of the Government service. I believe it will meet with general public approval.

I will not take up your time any further except to say that I heartily indorse the bill.

**STATEMENT OF HON. H. E. HULL, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF IOWA.**

Mr. HULL. Mr. Chairman, I will not take much of your time. I can go the last gentleman one better. I have had an experience of 13 years as postmaster. It was while in the service that I realized that something of this kind would tend toward efficiency.

One gentleman said that perhaps it would not tend toward economy. Anything that tends toward efficiency is economical in the end.

I have investigated this matter a little. I have been in communication with some of the corporations who have already adopted this system, and you will find this, that every one of those corporations will tell you that it is the best money they are spending to-day; that it tends for efficiency, and therefore is economical in the long run.

I want to call your attention to this fact, that most of the European Governments before the war—I do not know what they are doing now, but I presume they are carrying out the same idea—I think eight of the European Governments had already adopted this system. It does seem to me that in this great Nation, rich and powerful, we should not lag behind.

It is often said that the farmers are not in favor of this legislation. I happened to be in a campaign about two years ago, and when I said I was in favor of this proposition, some of my city friends said the farmers were opposed to it. I said I did not believe it, but it did not make any odds to me, that I was in favor of it because I knew it was the right thing. I went to the farmers afterwards and told them I was in favor of it, and I have never had a farmer tell me I was mistaken in regard to that matter.

That is all I have to say, Mr. Chairman. I hope to report the bill out. I presume the bill is comprehensive and proper in its wording.

**STATEMENT OF HON. FREDERICK C. HICKS, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF NEW YORK.**

Mr. HICKS. Mr. Chairman, I merely want to express my hearty approval of the principles of this bill and congratulate the author of it for his farsightedness.

**STATEMENT OF HON. B. C. HERNANDEZ, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF NEW MEXICO.**

Mr. HERNANDEZ. Mr. Chairman, I appear before your committee to ask you to take favorable action on the bill which is before you, H. R. 6915.

Some of my constituents in the Southwest have been writing to me and indicating to me in several of those communications that I should appear before you in behalf of this measure. I have read it over, and I think I am safe in saying it is in line with the progress of the times.

I would like to have permission to file a further statement in connection with this matter, and I hope your committee will favorably report the bill.

Mr. BEAKES. Without objection, that permission will be granted.

**STATEMENT OF HON. WALTER W. MAGEE, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF NEW YORK.**

Mr. MAGEE. Mr. Chairman, I have been requested to appear before your committee on behalf of the citizens in the thirty-fifth congressional district of New York.

Of course, they are in favor of the bill, and I am in favor of the principles of the bill. The sentiment seems to be almost unanimous here that when an employee of the Federal Government who spends the best, substantial years of his life in the Government service becomes physically unfit to continue longer in that service he should not be cast adrift by the Government without any care on its part. With that principle of the bill I agree.

I do not know just exactly what the wording of the bill, in lines 9, 10, and 11, would mean when it says, "who are in the classified civil service who have become incapacitated from performing their duties through superannuation." But I think it is due to the Government and due to the people of this country that a bill of this kind should provide a basis of continuous service for a specified period. This bill may do that. I do not know just what the ages are when these employees take the civil-service examination or the rules and regulations, but I am in favor of the principle of the bill.

I think a man who spends the best years of his life in the service of the Government should be able to feel when he has done work of high efficiency that the Government will do something for him. I think that is a good thing for the Government.

I do not think there is anything that will tend to make the people generally more loyal to the Government than something of that kind.

**STATEMENT OF HON. W. C. HAWLEY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OREGON.**

Mr. HAWLEY. Mr. Chairman, during the past summer I made some investigation as to the matters contained in this bill, and as a result of such investigation I desire to appear here this morning in behalf of the legislation proposed in the bill and in behalf of a favorable report of the bill by your committee.

**STATEMENT OF HON. JOHN I. NOLAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA.**

Mr. NOLAN. Mr. Chairman and gentlemen of the committee, I am not only in favor of the Griffin bill, which is before you, providing for indefinite leaves of absence for superannuated employees of the Postal Service, but I favor civil-service retirement for all Government employees.

The postal organizations of this country have been actively working for a retirement measure. They are coming to your great committee and asking for some relief along that line by means of a measure that will in a way provide for taking care of the superannuated employees of the Postal Service.

It might be said that it is discrimination to give the employees of one branch of the service consideration in a measure of this kind which does not provide for the employees of any other branch of the Government service. But there is a precedent for that in the matter of compensation for injuries to employees of the Government in the United States. All the classified employees of the Government service are not included in that.

Employees of the Post Office Department and other branches of the Government service are entitled to consideration in the matter of compensation for injuries received while they are engaged in their employment. This great committee has seen fit to give postal employees such benefits.

If we can not secure action in behalf of all the employees on a straight-out retirement bill, this committee, which knows and is

familiar with the wants of the postal employees, ought to take the first step toward the enactment of legislation of this kind.

It is not exactly what they want but it will suffice until the Congress of the United States does provide a proper retirement system.

Reference has been made to the fact that great industrial corporations, great railroad corporations, in the last decade have taken steps to give compensation to their superannuated employees, or, in other words, retirement for faithful service. I do not think the Government of the United States ought to have been lagging. I think the United States Government should have led in this matter instead of straggling behind.

I trust that the Post Office Committee at this time will take the first step which, in a few years' time, will lead to giving the civil-service employees of this country that to which they are justly entitled—that is, retirement for superannuated employees after a great length of service, where it is shown that they are fitted for retirement, that they have broken down their health in the Government service.

It happens that I represent in part the city and county of San Francisco. There is an old postal employee there who has served in the Post Office Department over 50 years, a man by the name of Perry. Not long ago he took leave for 150 days, and when that expired the officials of the Post Office Department simply canceled his standing in the service. He was not able to go back, or to get into service again after that period, after he had left it. He was virtually dismissed from the service without any consideration on the part of the Federal Government for his long and faithful services.

I understand that such action on the part of the Government is not unusual. I understand there are a number of instances that can be cited.

I hope this committee will give this bill the consideration to which it is entitled and report it favorably, so that the House may have an opportunity to vote upon it and thus give the postal employees of this country who have served the Government so long and so faithfully this relief to which they are entitled, and by installing this system get the most efficient kind of service. Let me call your attention to one other thing. If you will look at the picture on the wall over there you will see an illustration of the Postal Service as it was 100 years ago, when the mail carrier went around with his horse. Then, you will see how the mail is carried to-day, on the iron and steel horse and in every possible way the Postal Service of this country has been advanced in efficiency in the interests of the people. The people are given a fast railway service, and the employees are doing their utmost to give the public of this country proper service; quick service. Every method which would promote that advance has been accomplished, but no method has been adopted to give the employees what they are justly entitled to, after long years of faithful service, as in the case of this man Perry to whom I have referred. Unless his people take care of him he will become a charge upon society.

It is not right, and it is not the proper way to do it. It is not the way to treat a man who performs long and faithful service for the Government of the United States.

As you have done in the matter of compensation I trust you will also do in the matter of retirement, by making a favorable report on the Griffin bill.

**STATEMENT OF HON. E. W. ROBERTS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS.**

Mr. ROBERTS. Mr. Chairman, I wish to appear this morning and be recorded as in favor of the bill, and to make one suggestion only. Possibly what I have in mind is sufficiently covered by the bill, and that is that they should receive proper safeguard against the railroading out of the service of old employees who are still capable of performing good service, railroading them out of office on the plea of superannuation. I have not read the bill carefully enough to be sure whether or not that is already covered by the language of the bill. I simply wanted to suggest that the committee consider that matter very carefully and see that no bill goes through that will allow the postmasters or the Postmaster General, under the plea of superannuation to separate men of that kind from the service.

**STATEMENT OF HON. EDGAR R. KIESS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA.**

Mr. KIESS. Mr. Chairman, I do not propose to take the time of this committee to discuss the merits of this particular bill. I am willing to trust the committee to report a bill which will cover this proposition, if they so decide.

I merely want to say that I am heartily in favor of the principle contained in the bill, and I indorse particularly the remarks of Mr. Magee and Mr. Nolan. From personal knowledge, I know of some circumstances in cases similar to that cited by Mr. Nolan. I know of similar cases to that in Pennsylvania.

As I said before, I am in hearty sympathy with the principle of the bill. I am not familiar with the exact provisions of it, but I am satisfied to trust the committee to place the proper safeguards in the bill, and make it as it should be.

**STATEMENT OF HON. B. H. SNELL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK.**

Mr. SNELL. Mr. Chairman, I simply want to appear before the committee this morning as being in favor of the bill which is now before you—H. R. 6915. I am in hearty sympathy with the general principles of the bill. I am not familiar with all the details of the bill.

I have received a great many communications from my district, and every man who has written to me or communicated with me has been in favor of the bill. These communications have come not only from the postal employees, but from many of the representative business men in my district.

Personally, I think it is purely a business proposition. If the biggest and best manufacturing and business corporations in this country take care of their employees and provide for their old age, I

believe they do it because they think that by doing that they will get more efficient service from their employees.

So far as the general principles are concerned, I am in favor of running the Federal departments more as a business proposition, and I think this bill is a step toward that. Therefore I am in favor of it.

**STATEMENT OF HON. A. J. BARCHFELD, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA.**

Mr. BARCHFELD. Mr. Chairman, it is needless to say that nearly every man in the House of Representatives is in favor of this bill. It is not the fact that we are in favor of the bill, it is the fact that we want the bill reported, which is the more important matter to be considered. We hope that the subcommittee in charge will have the courage to recommend to the general committee that the bill be favorably reported, and that the whole committee, with its 21 members, will report the bill and bring the bill to the floor of the House, and there will be no trouble about its passage.

Right here in passing, I want to say I never looked upon this proposition as a matter of charity, but it is a matter of right and justice. I do not believe the Postal Service of the United States, or the employees in the Post Office Department as a whole, have ever received that degree of remuneration to which they were properly entitled.

As one Member of the American Congress, I had the courage to vote for an increase of my own salary, and at the next election I appealed before the people of my district upon that issue, that I had had the actual courage to raise my own salary. I never voted to decrease any man's salary. On the contrary, if I could not vote to increase his salary, I did not vote to decrease it.

The Post Office Department is a great branch of the Federal service. Other nations, older nations, are trying to do the right and proper thing by all their constituencies and all their subjects and all their people in the declining years of their activity, and I believe our Government, the richest Government on earth, with all the powers of the world to-day engaged in war, and practically broke, as a result of this unholy war—I believe our great, rich, and powerful Government should do at least this much for their old employees. It is not a matter of charity on the part of our Government to vote such appropriations as will take care of its worthy, deserving, superannuated employees. It comes to them as a matter of justice and equity, and I only hope, Mr. Griffin, that you will be able to bring out this bill from the committee and put it on the calendar of the House so that we will have a chance to vote for it.

**STATEMENT OF HON. L. H. HADLEY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON.**

Mr. HADLEY. Mr. Chairman, I have had a number of communications at different periods of time in regard to this bill. I have received a number of communications from my district and from other points of the State touching this general subject, and some of the communications I have received are in reference to this particular bill, H. R. 6915.

Some of my communicants are urging a favorable report of this bill on the part of the committee, and I desire to bring to the attention of the committee that interest on the part of my constituents.

In this connection let me say that Representative Humphrey, of Seattle, who is unable to be present on account of other work, asked me to say he has had similar communications asking the committee to give favorable consideration to this bill. I can not make any representations to the committee as to Mr. Humphrey's views in regard to the bill, because I have not had an opportunity to talk with him in reference to it.

Speaking personally, I am in favor of the general principle of a retirement fund on the part of the Government, to be equitably applied, having regard to the compensation and service of the employees in the Postal Service, and to the efficiency of the service on the part of the Government and the public.

I understand without having given this bill thorough consideration that that is the underlying principle of the bill, and so I say, with that understanding, I favor the principle of the bill.

Of course, as other gentlemen have suggested, it may be that upon a specific consideration of its provisions it may be found that it may require some amendment. That rests with the committee having the bill under consideration at the present time, but as to the general principle of the bill I feel in regard to the matter as I have stated.

**STATEMENT OF HON. HORACE M. TOWNER, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF IOWA.**

Mr. TOWNER. Mr. Chairman, I desire to commend the committee in the consideration of this bill. I certainly believe it is time for the United States to do at least as well by its employees as the great corporations of the country are doing by theirs.

Not only are we paying less for the best class of our labor than are the great corporations of the country, but we are treating the employees with less consideration than is given to the employees of these corporations. We compel them to work under circumstances that would raise a storm of protest if any corporation of the country should compel its employees to work under a like condition.

We are compelling them to submit, in some instances, to conditions that, if the corporations of the country should impose upon their employees like conditions, it would bring upon them the contempt and ridicule of the press and the people.

I think that the Government of the United States ought to treat the men who work for it at least with as much consideration as do the private employers of this country. I think the Government of the United States will be working toward economy when it treats its employees with the very highest degree of consideration and respect and also has consideration for the circumstances under which they work and the circumstances under which they live.

I suggest for the consideration of the committee whether or not—and I would like to direct the attention of the subcommittee especially to this suggestion—I submit for your consideration this suggestion, whether or not instead of limiting it to superannuation you ought not to include also in its terms those who by accident or misfortune incurred in the service have become permanently disabled.



I have in mind two instances that came under my own observation. One was a rural carrier who, in the performance of his duty, was caught in a severe snowstorm in the northwestern part of the State of Iowa and was almost absolutely unconscious when he was found, with both of his arms frozen off. He is permanently disabled. He has nothing but the stumps of his two arms left.

The Government does not look after him at all. It seems to me it should appeal to the dictates of humanity in every representative breast as an utterly unconscionable thing that we allow that man now practically to be compelled to subsist on the charity of the community in which he lives rather than take care of him.

Therefore I submit that, in my judgment, this bill should include not only those who are superannuated, but also those who are permanently disabled while in the line of their duty.

I have not given this bill the consideration that you gentlemen have. I only want to say I believe it is in the line of fair treatment for the employees of the United States Government.

I want to see this Government do for its workers, for the men who are trying to build up here a governmental service that should be an honor to the country both in efficiency and in every other regard; I want to see them do for their employees everything that present standards of humanity, that regard for human right, regard for the perpetuity of our Government, which must depend on building up a citizenship mainly composed of the workers of the world; I want to see this Government do at least as well by its employees as the selfish, grasping corporations do by theirs.

#### **STATEMENT OF HON. EDWIN D. RICKETTS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO.**

MR. CHAIRMAN AND GENTLEMEN OF THE COMMITTEE: I have come before you at the solicitation and earnest request of a large number of postal employees of my congressional district who are deeply interested in having this bill favorably reported. I obtained a copy of the bill this morning and have carefully read it, and I am heartily in favor of the principle involved in this bill and shall be delighted to support it if you will recommend it to the House for passage.

No class of individuals or employees in the United States under employment by the Government have rendered more faithful or more efficient service than those engaged in the Postal Service. They are filling responsible positions, and their work requires faithful and close attention. For years this class of individuals have been rendering most splendid service, and the people of the entire Nation have been greatly benefited by this service. Many employees give the greater part, and, in fact, the very best part of their lives to this service. Why not protect them? Many of them finally lose out in the service and are cast aside or out upon the cold world without money and without means with which to support themselves, and this Government coldly and cruelly pays no attention to them. In my judgment, this is wrong. The Government should take care of its employees in this particular line of work. This work is strenuous and nerve racking, and those engaged therein should be protected.

It seems to me that this bill might be amended so as to provide for the support and maintenance of any employee who might become

incapacitated on account of an accident or unavoidable injury while in the performance of his duty. In nearly all other lines of occupations provision has been made for compensation for those who shall suffer injury or become incapacitated. Take the great corporations of the country. They are paying their employees greater salaries than the Government and are protecting their aged employees, or superannuated employees, by paying them a monthly or yearly sum of money, sufficient in amount to maintain and support them and secure to them the comforts and necessities of life. Why, then, should not this committee make such provision in this bill as would meet this emergency?

I know the committee is crowded for time and that you can not indulge me to discuss this matter as thoroughly as I would like to discuss it, but I regard this subject as vitally important, and I sincerely hope and urge that your committee favorably report this bill. I have talked with a number of the Representatives in Congress, and the feeling seems to be almost universal in favor of this bill.

I know of no class of employees who make greater sacrifices than do the persons who are engaged in the Postal Service. The compensation which they receive is not commensurate with the services rendered, and they have no opportunity to lay up money for a rainy day. Their meager salary, in many instances, is scarcely sufficient to provide them and their families with the comforts and necessities of life. I am deeply anxious that this bill may receive your favorable consideration and that you may see your way clear to favorably report it to the House, where I am quite sure it will receive a large majority of the votes for final passage and enactment into law.

The postal employees render faithful and efficient public service to the people of this Nation, and in fact to the people of the world, and in my judgment this Government has been rather slow in taking this step. It is a proper step in the right direction. And, in conclusion, I sincerely urge you to recommend this bill to the House for passage.

**STATEMENT OF HON. WILLIAM L. LA FOLLETTE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON.**

Mr. LA FOLLETTE. Mr. Chairman, I simply want to go on record as being in favor of the general principle embraced in this bill. I have not had time to study this particular bill with any great amount of care. I am inclined to think, however, that with some few amendments the bill should become a law.

I consider that this department of all other departments of the Government is probably most worthy of legislation of this kind, and it is my opinion that if we are to make a start in this direction we should start with the Post Office Department.

The services of the employees of the Post Office Department throughout the United States come nearer to the people and render a service that is nearer to their interests than those of any other department of the Government. I think the passage of this bill for the benefit of the superannuated employees of the Post Office Department will therefore cause less criticism if this sort of legislation is made to apply first to the post-office employees of the Federal Gov-

ernment than it would if it were made to apply to the employees of any other branch of the service.

This is only an entering wedge. It will be only a matter of time until the employees of all of the departments will receive attention and will have legislation for their benefit under proper conditions. It is only a question of time, and unless we change our economic conditions in America we will be compelled to give pensions to superannuated employees regardless of whether they are in the Government employ or not. I think that is recognized by most of our students of economic subjects.

As I say, Mr. Chairman, I am not prepared to go on record as to the merits of this particular bill in every particular, but I am in favor of the principle embodied in the bill.

**STATEMENT OF HON. E. C. HUTCHINSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY.**

Mr. HUTCHINSON. Mr. Chairman, I simply desire to say, without taking more than a moment of your time, that I am heartily in favor of this bill. I think the principle embodied in the bill is a right one. I am glad to see that our Government is about to start to follow the lead of the big corporations of the country.

I would like, Mr. Chairman, with your permission, the privilege of extending my statement.

Mr. BEAKES. Without objection, that permission will be granted.

**STATEMENT OF HON. F. W. DALLINGER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS.**

Mr. DALLINGER. Mr. Chairman, as one who has been interested in the welfare of the postal employees for a good many years, it has always been a mystery to me why some such bill was not reported long ago by some committee of Congress.

I am very glad that this matter is now before this committee, because this committee this year in the general Post Office appropriation bill has incorporated certain provisions for the welfare of the postal employees. That bill, containing these provisions, has already passed the House of Representatives.

I want to indorse what has been said by the other Members of the House who have spoken here this morning in regard to this bill, and particularly to emphasize the suggestion made by Judge Towner, of Iowa, that the bill ought to go further and include not only postal employees who become incapacitated from performing their duties, permanently incapacitated through superannuation, but through other causes, such as has been already suggested in the case of the man who had his arms frozen, or those who are injured in other ways—permanently injured in the discharge of their duties—I think they ought to be entitled to the benefits of this bill.

I have no doubt that the author of the bill, Mr. Griffin, will be perfectly willing to have the bill include that.

As one who has studied the question for a number of years, I want to say that the experience of other Governments, and also the experience of private employers of labor, has been that a system of this

kind has resulted invariably in greater efficiency and in ultimate economy.

When I was in college I remember in the course in elocution we had to recite a selection that read something like this: "Give me, oh, give me, the man who sings at his work." He will do more work; he will do it better.

That is true, and that is the psychology which underlies this whole matter of increased efficiency. The man who is happy in his employment, who feels that his employer is human and is going to treat him as one human being ought to be treated by another, is going to be more enthusiastic in his work; and that enthusiasm amongst the employees of a private corporation or of a government means a great deal. It is what we call the esprit de corps. It means a great deal in the way of efficiency and real economy.

If I were to sum up this matter in one sentence, I would say that every consideration of efficient service to the public and of ultimate economy to the Government and fair treatment of the employees demands a favorable report by your subcommittee and also by the full committee of a bill of this kind and its passage by the House.

I hope your committee will give the Members of the House of Representatives an opportunity to vote for this bill, drawn in the most careful way.

One suggestion has been made in regard to the discretion of the Postmaster General, and I trust your committee will guard that, because I know of cases where men who have been 40 or 50 years in the Government service, who are just as efficient to-day as they ever were, who have been recommended for a decrease of \$200 in their salaries because it has been claimed they are not so spry as they were before.

I know of two cases of that kind of men who are not only veterans in the Postal Service but veterans of the Civil War, who are perfectly efficient to-day, and who can do the work as well as they could ever do it, and who want to work, who are willing to work, but who have been recommended for a decrease of their salaries by the Postmaster General. I think when those men are willing to work and able to work they ought to be able to do it, and that the Postmaster General should not be allowed to stop them from working. One of those men has a family, and he is getting \$1,200 a year, and under this ruling of the Postmaster General that man would be put down to \$600 a year, and he does not want to have that done to him.

I hope the bill will be favorably reported by your committee.

#### **STATEMENT OF HON. ALBERT JOHNSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON.**

Mr. JOHNSON. Mr. Chairman, I have received a number of telegrams asking me to look into this measure. I have examined the bill, and I desire to be recorded as making a statement in favor of it, with an amendment which would fix the maximum amount above which this question of retirement should not apply.

It has been my experience in the far West that most of the minor employees of the Government are woefully underpaid, and I am in hopes that this Congress will not only pass a bill of this kind but

that it will take care of the employees in the customhouses, the guards at the jails and penitentiaries, and all other employees who are paid less than \$1,000 a year.

**STATEMENT OF HON. ALFRED G. ALLEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO.**

Mr. ALLEN. Mr. Chairman, I am glad that the committee is considering the subject of a retirement law, as it is becoming more and more apparent that the enactment of a measure involving this principle would be not only just and humane but would also promote the efficiency of the service. The great corporations of the country have found it desirable and economical, and it has long been adopted for the fire and police departments of many of our municipalities and for the teachers in our public schools. I trust that the committee will go into the subject fully and report a bill which may be acted on at this session.

**STATEMENT OF MR. MILES M. DAWSON, CONSULTING ACTUARY, NEW YORK, N. Y.**

Mr. DAWSON. Mr. Chairman and members of the committee, this is the first time I have appeared before a committee of Congress on the subject of granting allowances or pensions for superannuation.

I am most gratified to have been present at one of the most extraordinary sessions any committee of Congress has ever had, either here or in any other legislative body, and I have been a rather frequent attendant on various committee hearings in reference to matters about which I had some special information. I have certainly never seen here or in any State legislature so remarkable an outpouring of earnest interest in a measure of this type or anything at all resembling it, and I doubt if any person in any country in the world has.

It goes to show how fortunate has been the selection of the way in which this subject is now being presented.

It has not failed to be before Congress a great many times not merely in recent years but many, many years ago.

While I personally have been in touch with it for many years, I have not appeared before a committee heretofore in reference to it for at least 15 years past.

I was employed as an actuary of the United States Civil Service Reform Association at least 15 years ago, and gave them some advice upon the subject at that time. I was asked about various things, both when the bills with which, I fancy, the members of your committee are well acquainted were before the House of Representatives and the Senate, three or four years ago, and continuously up until last year. I was unable to appear before them because it seemed to me that some of the things they were asking for were things I could not stand for.

I was far from being able to appear in favor of the bills for providing pensions without some means of mulcting the employees of a part of their present salaries, which bills were put forward with perfectly good purposes by men who were quite as much interested in them as anybody was, but which were unquestionably very unwise measures, measures that would have done much more harm had

they been accepted, and cost more trouble and suffering than could possibly have been provided for. They would have failed except by the principle of Congress making appropriation to take care of those who are now becoming involved.

I say I regard it as extremely fortunate that this measure appears before you in its present general form. Its form now differs from either of the two forms to which I was personally unable to give my support. One of the measures I could not give my support to I have already referred to. That was a form of mere assessment upon the employees' salaries, to be deposited in a savings bank at a very low rate of interest, thus attempting to compel an accumulation of funds for the old-age idea.

The other form was one which called for pensioning of all employees after a certain limited term of service.

There was one bill introduced by a Congressman who is a personal friend of mine, which he very earnestly desired me to support, and that provided for a pension of civil-service employees after only 20 years of service. I am quite sure that is what the bill provided. I know I have seen bills that did such things, and as great as my interest in this subject has been, a technical interest as well as a general interest, growing out of great sympathy with the whole subject, and out of a very intimate acquaintance with it, and a thorough-going study of it, I found myself unable to come here in support of such bills.

This bill provides compensation to be given to these employees upon their incapacitation. It thereby avoids putting people out of the service who are still capable of the very best service, which is one of the evils of both the other classes of measures. And it avoids, on the other hand, attempting to saddle upon the taxpayers an enormous pension payment to the men who are quite as able to make a living as we are.

You will observe that while bills of that character have been here before, no committee of this House before whom those bills came had any large number of Congressmen from the different districts all over the United States appearing before the committee to record their favorable opinions concerning them. On the other hand, the moment it was understood in all the districts in the United States that a measure which would relieve only those cases of actual incapacity through superannuation was before this House and was going to have a hearing, every one of these Congressmen was reminded of things in his own district that should have been remedied in this respect, and I have no doubt that the vast majority of Members who have not appeared this morning are of exactly the same opinion and have exactly the same sentiment in reference to this matter, because it has been brought home to them in their own districts and they know about it. They do not guess about it.

It so happens that in the campaign—and that very active and thorough-going campaign reflected great credit upon the men who engineered it, so far as their quality was concerned, and I may also say reflected great credit upon them so far as their earnest desire to be useful was concerned—the Gillett bill provided for some scheme of assessing the employees—you may remember that at that time a very clever document was gotten out which your committee should carefully read from cover to cover. In the course of the preparation

of that document this assertion was made, that the greatest member of my profession in the whole world, as far as this subject is concerned, a gentleman now dead, Mr. Manley, of London, had spoken in favor of a scheme like that. The one service I did perform for my former clients, the United States Civil Service Retirement Association, was, first, to tell them that that was not like Mr. Manley's sentiment; and, secondly, I wrote to him on their behalf, with the result that he sent a ringing letter upon the subject to the same effect he had always stood for in England, as a result not of any theorization, but as a result of more experience with it and more knowledge of it as to how it had actually operated in all the different ways it has been undertaken than any other man in the world. His opinion as expressed was that no form of making provision for those who are incapacitated by superannuation except the straight out allowances or pension form has given even reasonable satisfaction anywhere. That has been my experience also in connection with the private corporations which have been mentioned here.

There are many other advantages of the plan which is before your committee. It is confined to the postal employees.

I have some relationship with the Federal Government as an actuary with the Bureau of Labor and with the Census Bureau, and have had some other opportunities of securing information through acquaintance with the heads of departments, members of the Cabinet, and including some of the Presidents; I have had an opportunity to know how they looked at the matter concerning the employees who came immediately under their notice. They said, uniformly, that it became almost impossible for them to let the men go out of the service, because they would have nothing to live upon.

Almost every department of the Government is loaded to-day with a lot of men who are virtually incapacitated and who ought not to be there.

As I have said, this postal-employee question comes directly under the eyes of Members of Congress in the same way that in these departments here in Washington these cases come directly under the eyes of the Secretary of the Treasury, the Secretary of Commerce, or whoever the official may be in the office where these people are employed, and therefore you can get a hearing on such a matter as that when it is more difficult to get one upon the other.

Now, there is another reason why this bill is far superior, and that has reference to the matter of cost. I will submit, on behalf of the National Association of Letter Carriers, for which I have prepared it, a little statement of what the cost is estimated by me to be. When I say the cost, I mean the total expenditure. That is not the true cost.

(The matter referred to is as follows:)

**SPECIAL REPORT UPON THE PROBABLE COST OF ALLOWANCES TO POSTAL EMPLOYEES OF THE UNITED STATES GOVERNMENT, INCAPACITATED BY SUPERANNUATION, UNDER THE PROVISIONS OF THE PENROSE-GRIFFIN BILL (S. 3081, H. R. 6915).**

[Given at New York this 24th day of January, 1916, to the National Association of Letter Carriers.]

This bill, introduced by Senator Penrose in the Senate and by Representative Griffin in the House, provides "for an indefinite leave of absence, together with an allowance of \$600 per annum, to be payable monthly, to any person

employed in the Railway Mail Service, the Free Delivery Service, the City Free Delivery Service, and to post-office clerks and other employees in post offices who are in the classified civil service who have become incapacitated from performing their duties through superannuation."

For the purpose of computing the expense involved in making these allowances I have assumed that all who were in the service in 1907 and who are now living are still in the service and may become eligible for this allowance; for the rate of becoming incapacitated I have made use of Mead's table, deduced from the experience of the Knights of the Maccabees, which experience is used by life insurance companies in the computation of rates and reserves for insurance against incapacity and is regarded safe and reliable.

On this basis I compute the cost for the fiscal year commencing July 1, 1916, at \$362,250, equal to about three-tenths of 1 per cent of the salaries; for the fiscal year commencing July 1, 1921, \$1,147,800, equal to about ninety-five one-hundredths of 1 per cent of the salaries; and for the fiscal year commencing July 1, 1926, \$2,125,800, equal to about 1½ per cent of the salaries.

If these allowances were to be provided by the contribution by the employees of a percentage of their salaries, a larger contribution than 1 per cent of the salaries would not be required, upon the basis of the foregoing computations, until after the fiscal year commencing July 1, 1921; such contributions would need to be supplemented, however, after the expiration of such fiscal year by appropriations to cover the excess, which appropriations would, on the basis of the foregoing computations, rise to an amount equal to three-fourths of 1 per cent of the salaries by the fiscal year commencing July 1, 1926.

This method of providing for actual incapacity will be much more economical and is, in my opinion, much more likely to be acceptable to the voters, to Congress, and to the employees than a plan which would so retire every employee upon reaching a certain age, even though he was in fact not incapacitated but was instead able to give full service.

Mr. Dawson. You will find for many years to come the cost will run under 1 per cent of the amount of the pay roll. I mean by cost the total expenditure.

You will also find that it starts off at about one-third of 1 per cent of the pay roll. These figures are based upon the census of postal employees made in 1907 by the Government, carried up to the present time by mathematical means, upon the number of disabled men due to incapacitation and superannuation, which was arrived at from the experience of one of the largest fraternal societies in this country granting such benefits. It is the table also used by the regular life insurance companies in computing their premiums for incapacitation. So I think it is reasonably correct. I do not pretend that the figures are exactly real.

It must be obvious, without regard to the exact figures, that when we only give \$600 a year to those who are really and truly incapacitated you have not done anything at all similar to giving a similar amount a year to all the persons who have been in the service 20 or 25 years and who may have retired. You realize if you had a scheme for retirement at the end of 20 years' service you would have a lot of people who would go in to get a pension, and you would have great pressure upon yourselves to have a man get out and take a pension so that somebody else could get in. That is what happened in the case of the firemen's and policemen's pension, and we are told that where they have been introduced it has proven to be a very expensive system.

I want to throw emphasis upon the proposition that the figures you find in that statement are merely the cost. The reason I make that statement is this: The men who are retired by superannuation are men who have been long in the service and who have been receiving the maximum salary, but they are replaced by people who come



in at low salary. There is a large saving there. It is not at all impossible that the saving may cover the entire cost. I have no means of computing it accurately. In any event it will greatly reduce the figures you have before you.

So that you see the cost of introducing the system is such that it appeals to the sense of justice of every Member of the House familiar with the facts in his own district, and it will be extremely moderate.

Another benefit of this plan is that it will not retire competent employees when they are able to do the work. I have already referred to the great harm done by any system which retires an employee at the end of a term of years if he is still physically and mentally able to perform the duties of his position. That is subject to the very greatest possible abuses, and I think it is a bad thing to see a lot of people in different parts of the country seeking pensions from the Government for services in one of the Government departments, such people as are still just as able to perform service as you or I or anybody else.

It does not have a good moral effect, and it has a bad result, inasmuch as it has the effect of causing people to look at Government service in much the way in which we are desirous it should cease to be looked at, that is, that it should not be looked at as a mere private snap.

On the other hand, if you see a public servant who has been retired because he has been incapacitated on account of superannuation in that service, that is only just and fair treatment to the employee, and when you have that you have two things. One is that the provision for their faithful service was based neither on private or public charity, a very desirable thing to have. And you see another thing, and that is a badge of honor pinned upon a man instead of a badge of dishonor.

That leads, and has led everywhere the world over to a recognition of positions in Government service as places of honor, places in which men should give their best work to the service, that call for men who are caring more for the service in which they are engaged than for the mere pay; and the vast majority of our Government servants are of that class.

I have said this bill would retire competent employees. This bill is not discretionary. It says: "The Postmaster General shall grant an indefinite leave of absence \* \* \* to any person employed in the Railway Mail Service, the Rural Free Delivery Service, the City Free Delivery Service, and to the post-office clerks and other employees in post offices who are in the classified civil service who have become incapacitated from performing their duties through superannuation."

The fact once established the duty of the Postmaster General is plain. I am not at all certain that under this bill, if it were passed, the Postmaster General could not be mandamusd in the court if he were to abuse his power by refusing to do what this bill says he shall do.

It also provides, in section 3, "that the Postmaster General shall establish boards of retirement, each board to consist of not less than three members, to be selected from employees of the Post Office Department and the Postal Service, who shall serve without extra compensation." These are people who themselves are in that very

list of persons to whom a pension would be paid when they reach that point. And you will notice they are to serve without extra compensation. The section further provides, "whose duty it shall be to examine all applications for the granting of such indefinite leave of absence and to make recommendations based upon their findings to the Postmaster General for his guidance."

There is also a provision "that the Postmaster General shall have authority to appoint a physician to advise each board in making its recommendations."

And then there is another provision: "That applications for the granting of indefinite leaves of absence may be either voluntary on the part of the employees or may be recommended by the proper administrative or supervisory official."

The applications that come before the board are not merely the applications of persons who wish to be retired. There are two kinds of applications; the applications may be either voluntary on the part of the employee who might wish to be retired, or may be recommended by the proper administrative or supervisory officials. In other words, any person, no matter who it was, clear up to the Postmaster General himself, under this bill if it becomes a law, who desired retirement, would go before that board, and the man would be examined by a physician, and that board would render its recommendations for the guidance of the Postmaster General, and he has no information in regard to the case except the information that comes through the recommendations of the board. If he either refuses to grant a pension for a man who was found to be incapacitated or insisted upon forcing somebody to retire upon a pension who was found not to be incapacitated, his action would, I am sure, be reviewable by the court.

I take it there is not the slightest danger of some of the things occurring which have been mentioned here.

One suggestion has been made that the bill ought to be broader, to cover all cases of incapacitation. I am so much in favor of covering all cases of incapacitation from every cause, in some proper way, that my last appearance before a congressional committee was yesterday before the Committee on Labor of this House, where I had the honor to be introduced as the first speaker to open the discussion on the bill proposing to create a commission to study the subject of social insurance.

But there are several reasons why this bill ought not to be used for that purpose. There is pending before the Judiciary Committee, where I must go this afternoon to speak upon it, a bill providing for the extension of the present workmen's compensation provision in regard to civil-service employees, which was introduced during Mr. Roosevelt's term, to give benefits equal to those given by the laws of the most enlightened State in regard to workmen's compensation at the present time.

There is already a law in force, adopted during Mr. Roosevelt's presidency, which provides that without regard to the cause of the accident, if one is injured, certain compensation shall be paid.

This Congress undoubtedly, as soon as such a bill would be properly reported by the Committee on the Judiciary, will extend that, as a matter of mere justice, the same as it would be likely to pass such a bill for railway employees, if the employees were satis-

fied with the bill which has been introduced, and on account of that, because a matter of that kind that has to do with the general subject of treating fairly those who are actually injured in the service will apply to all employees of the Government, it is perfectly obvious it should not be taken up piecemeal in a bill of this character.

The suggestion has also been made that it is possible that disease or sickness ought to be taken care of. I fully agree with the idea that they should be taken care of, but you would be going far afield, and I think incurring the certain defeat of this measure in the House were you to consider extending or including an idea entirely novel and presenting it to the House, the idea of providing as a free gift from the Government of the United States sickness insurance for all employees in the Postal Service.

It is the general opinion the world over among those of us who have given careful study to this subject that that form of benefit should be given in insurance, and not in pensions; that the thing which happens to a man having no relationship to the service in which he is being engaged, such as ordinary sickness, is not a thing which should be provided for out of the employers' contribution, but instead, the employer having given his liberal contributions toward the pensioning of faithful employees and toward providing for industrial accidents, should not be called upon further.

I have no doubt the time will come when the Government will make proper provision for its own employees by same form of compulsory insurance against sickness, and I am perfectly confident that such a bill, properly introduced, and at the right time, would be acceptable. But such a provision has no place in this bill.

There is one other thing to which I would like to call your attention, and which I think your committee will be interested to have me say, although it is not precisely germane to this bill, but it has a strong bearing upon it.

I am very familiar with the general attitude of these employers who have been referred to here this morning who have introduced these superannuation plans. They are not unselfish men, either personally or unselfish in regard to the corporations which they manage, and you will find that most of the corporations which have granted superannuation pensions to their employees are officered by men whose sense of obligation of the trust imposed in them is very keen. They are not men who feel that they have a right to dip into corporation funds simply as a matter of sentiment. They have a different sort of view.

I talked some time ago with Mr. Herr, the president of the Westinghouse Electric Co. He said:

The ideal that our company would like to realize is that by means of pensions to our superannuated employees by means of our contributions and our own provisions for them, along with the contributions of the employees set apart as we think proper for them to make and as they will deem proper to make—our ideal is that no employee of this company or his family should ever be found in want if he has been faithful in his service to the company, no matter whether he is accidentally injured, whether he dies in the service, or whether he lives in the service until he is incapacitated by age.

I have given you the highest point that ideal has reached. Why does a man who has been recognized—although he is not a college man—on account of his remarkable achievement in industry and

business and in affairs by Yale University by the highest honorary degree it can give—why does he feel that way in regard to a corporation which, at the time he was working these things out, was not in a tremendously thriving condition by any means and had not long before passed through a reorganization?

It is because as a result of his experience, first with the Burlington Railroad, where plans of this general nature were early introduced, and the result of his experience with the Westinghouse Airbrake Co., of which he had been manager for many years before, and because of his experience with the inchoate and imperfect plan he first introduced there. It was because of all these things he was convinced absolutely that the small addition to their outlay and pay roll was enormously overcompensated by the better class of service they secured.

That is the opinion the world over. I have found it myself during my studies in Europe for the Russell Sage Foundation and then afterwards for our Government. I have found it everywhere that systems of this type have been introduced. I have yet to find an employer who has put these principles into practice and who has tested them out who has not the same testimony to give, and you need not fear that you will not have substantial results from it.

You gentlemen are not unaware, I know, of how some of the newspapers, including the paper I am about to mention, one of the most ably edited papers in the world, but very conservative and reactionary on many questions, have recently criticized Congress for what they have denominated waste of funds, and I am sure in your own district, or through newspapers that circulate in your district, you have found similar comments. I think it will be proper to call attention to the fact that most of the newspapers of the country have been impressed with the fact that the bill before you is not of that type.

I want to read you a brief editorial from the New York Sun of April 5, 1916.

It is entitled "Postmen and pensions." It says:

If policemen, firemen, and school-teachers are to be retired on pensions by municipalities there appears to be no reason why the same reward for long and faithful service should be withheld from the letter carriers by the United States Government. Soldiers and sailors of the Army and Navy are already eligible for pensions for service which, while more hazardous in emergencies, is not as gruelling year in and year out.

The men who collect and distribute the mails are compelled to face exposure in all sorts of weather without the special training of the Army and Navy to give them endurance. Their wages are not sufficient to enable them to provide adequately for their families and at the same time put aside enough to support themselves in their old age. Evidence is advanced to show that many of the carriers accordingly are compelled to stick to their tasks when age and physical condition render their retirement advisable.

Congress is being urged again this year to pass a postmen's pension law, and it should do so. It votes millions annually for far less worthy pension purposes.

This is the first time a special bill relating to postal employees only and based upon actual incapacity through superannuation has been before this body. It is very significant, to say the least, that so conservative and even reactionary a paper and so ably edited a paper as the New York Sun should have given a part of its editorial page

a short time before this hearing to its advocacy of this proposition in so pointed an editorial.

I have had a little bit of personal experience, and while I was sitting here and listening to the various Congressmen speaking in favor of this proposition I came to the conclusion that perhaps you would not feel I was taking too much of your time to call attention to some of my experience. It was my good fortune to be one of a little company of seven boys in the State of Wisconsin, two of whom have been Members of this House and one of whom is still a Member of this House, Congressman Esch, of my home district. Another one of these boys was a Member of this House for many years, Congressman Gillette, who afterwards became governor of California.

In that crowd of seven boys, two of whom died, one while he was district attorney of his county with a very lucrative law practice already in prospect, and the other while he was a circuit judge in Dakota—of those seven, two went into the Postal Service. I think all of those seven boys, full of mischief as they were, but every one really ambitious to do good work—I think of the entire seven, by unanimous vote of all his associates, Hal Smith, who went into the Postal Service and has to-day a position in the Postal Service of this country in an important city in the West, would have been declared to have had the best prospect for large earnings and great service.

One of the others, Thomas M. Priest, is now in the Postal Service of this city, and both of these men from their early young manhood would have ranked high among the seven by common consent.

Gentlemen, of the entire seven of those boys, not a single one—not even the two who died young, for both Jones and Bennet did die young—has failed to have been in receipt of larger incomes than these men who have served the Government so faithfully and well, and for whose capacity everyone of us would testify in a moment, have received up to the present time. I do not know what my friend Hal Smith has done. He is in the West still. I am not particularly closely in touch with Priest, but I do know that he has educated his children, even to the extent of sending his son through Harvard University, out of the little compensation he has received for his work in the Postal Department. But he has done those things which you and I would feel were the right things to do if we had similar income—that is, to provide for his own old age by giving his children the best possible opportunity. Not infrequently when a man reaches the retirement age the hand of God has taken from him his children, after he has made that investment in them, and one of the reasons why this pension should be had is because one in his old age is often deprived of the income which he might have secured by the educating and fitting of his children for usefulness, and it is found that the pension is all he has to depend upon in his old age. That is a gamble which he must take when he does that.

In this connection I will refer to a suggestion which has been made, that the benefits of this law be confined to employees who at the time they are retired from the service because of incapacitation through superannuation are in receipt of salaries of \$1,000 per annum or less. This would shut out a very large proportion of the letter carriers because the maximum salary is higher than that amount and

practically all of the old employees are in receipt of the maximum salary. It would also be most unfair, since employees with higher salaries have been equally faithful servants and, taking into account the difference in the cost of living in the standard which they are reasonably expected to keep up and the additional responsibilities which most of them assume in regard to the higher education of their children, they are quite as much in need as the others. The allowance to each is fixed at \$600, so that those with larger salaries will not receive a larger allowance, and this is all the disadvantage to which they should be put.

There is another bill in addition to Mr. Griffin's bill, which is before you, and I have examined it with care.

It was suggested to me that I try to make an estimate of the cost under that bill. That is Mr. Tague's bill.

I find myself unable to do that. The data supplied by the census of 1907, so far as it has come to my attention, gives the information in regard to salaries by ages, but it does not include the further subdivision of salaries according to term of service. Therefore I am not able to make a computation of what it would cost to provide for all the men in the Postal Service who have been 25 years or longer in the service with pensions, which is one of the purposes of that bill. I have no doubt that even the one provisions providing for all who are 65 years of age and over, without regard to whether they are disabled or not, would very greatly increase the cost.

Mr. PAIGE. Over this bill?

Mr. DAWSON. Yes; it is frequently supposed that because one is 60 years of age he is disabled. That is not true. There are many men who are 65 years of age who are not disabled. It does not always follow that because a man is 65 years or over he is disabled, but we do know we have statistics to show that you would very greatly increase the cost even if you said that everybody reaching 65 years of age should receive a pension. Of course, if you put in the 25-year period, then you would have people entitled to a pension at 43 years of age. I do know the cost would be much greater, but just how much greater I am unable to say, because I have not been able to secure the data to work upon.

I think, outside of its being a greater cost, I may frankly repeat what I have already said, that that particular way of doing it is not desirable. It has been introduced in connection with firemen and policemen. The result has been that in the cities which have introduced it they have found an enormous addition to their pay roll. They have permitted people to leave their service who have received the very best training for the service and who are in the best possible condition to give their service.

Mr. PAIGE. Do you not believe that a majority of the people who have not looked into the merits of either of these bills have an idea that the Tague bill would cost less money?

Mr. DAWSON. I would not wonder if that is true, but they are unquestionably wrong in regard to that.

I wish I could give you the data, but I have been unable to secure it.

I have no hesitation in saying to you it is not merely a question of 10 or 20 per cent more; it is a question of several times more, because under the Tague bill, on account of that one provision, there would be a very considerable increase. If you have a provision in there for

25 years or more and you would multiply those figures by 5 or 6, or possibly even 10, it would make large additions to the cost.

It was because I did not feel, with my great and earnest interest in this subject, that I could come to Washington and make a statement against any bill introduced here that seamen should be given a reasonable chance for relief, feeling that the foolish bill would not pass anyway, that I did not appear to oppose the bill a Congressman desired me to come down and talk about, because of the harm it would do, and the enormous cost it would involve would have made it an impossible thing for you to do.

This bill will not involve a large expenditure, and in my opinion will fully, or very nearly fully, compensate by the saving on account of the lower salaries of the substitute.

Mr. PAIGE. You say in your report that during the first year it will cost about \$362,000.

Mr. DAWSON. That is my estimate. That is a larger amount than it would cost the first year, because of the allowance that should be made for those who are virtually already disabled. My estimates are based fundamentally on the number of those who will, in the language of the bill, become incapacitated from performing their duties through superannuation, and I have made a considerable allowance for the first year for persons who were virtually incapacitated at the time the bill goes into effect. I may not have made a large enough allowance, because that is only an estimate and a guess, but it is about the figure which I think you will find it will cost.

Mr. PAIGE. What do you understand by the word superannuation?

Mr. DAWSON. As it appears here superannuation means on account of old age. In other words, if one were proven to be incapacitated from some cause other than age such as an accident that happened in the service, or a sudden attack of an ordinary disease or sickness like measles, that would not come within the range of it. Superannuation means on account of old age.

Mr. PAIGE. Has it a definite legal meaning?

Mr. DAWSON. Yes. I have an impression that I have expressed it already to the officers of the National Association of Letter Carriers. I have the impression that you would not do any harm by saying in your bill on superannuation, adding to it, perhaps, "*Provided*, That superannuation shall not be considered to have taken place under the age of 60 years," in order to limit it. But I think, in effect, it will work out there anyway. I do not believe a board would hold any man to have become incapacitated on account of old age before he reached that age.

This bill, to my mind, is in the wisest possible shape with regard to machinery. It provides machinery that is simple, and it puts in the hands of a carefully selected board, appointed from the class of men to whom the pensions apply, but appointed by the head of the department, so that it must be a class of people whose interests are allied to those of the beneficiaries, but they are appointed by the head of the department whose interest is not allied with those of the beneficiaries. Then you have a board of physicians, and I think you will find you will get perfectly clear-cut statements in the end by the Postmaster General of the exact ground on which the recommendation for that allowance is made, and those will be public or semi-public documents, and can be examined. I do not believe there

will be any abuses in that system. I think you are laying the foundation of a system dealing with the same situation throughout the service.

I think I ought to add in this connection, Mr. Chairman, that I had no hand in drawing this bill.

Mr. GRIFFIN. Inasmuch as there is a definite legal meaning of the term superannuation, do you see any real necessity of making any such proviso?

Mr. DAWSON. There is not any actual necessity for it. It is merely a question of policy.

Mr. PAIGE. Would it weaken the bill?

Mr. DAWSON. It might do that. It might create a feeling that every man at 60 years of age was going on that list, and if you leave that out that idea will not prevail. Now, as a matter of fact, nobody goes on that list unless he is found to have been incapacitated, and the mere fact that he is over a certain number of years of age does not in itself mean that he will be put on the pension roll. If the language is put in it adds to the definiteness and absolutely prohibits the man from being included if he is only 58 or 59 years of age. It adds to the definiteness, and in that way would assist in the actual administration of the law after it had passed; but as a mere matter of policy in passing the bill through the two Houses of Congress I doubt that it is even desirable.

There is one other thing I would like to refer to. That is that you would probably be swamped by arguments on the part of men that would like to be retired. A man may say to you, "Because I am 60 years of age you should retire me." I think you would find that difficulty and I think the board should be able to resist that, but I do not regard that it is of great importance to have it go in. I simply suggested it.

Mr. GRIFFIN. Do you not think that with such a provision the impression might get abroad that at the age of 60 years a man would have the right to make application?

Mr. DAWSON. It probably would get abroad. The board would have to say, "We can not retire you until you are incapacitated through superannuation." But I think the advantage of putting it in is to make it more definite.

Mr. PAIGE. That question will undoubtedly arise in the House, and I am glad you made that statement.

Mr. DAWSON. I think it will arise in the House, and it is important to get it clear to the House that this is not a bill to take everybody who is in perfectly good health and able to perform service and stick him on a pension roll and make the Government pay the pension. And I think it is also important to get it clear to the House that this is not a bill to take a man who is doing first-class service, better than he ever did in his life, and force him on the pension roll. It will not wrong the Government on either side, and yet it would not deprive the Government of its most competent employees for some political reason, and it will not saddle it with payments it ought not to make.

Mr. PAIGE. In making your computation you have made it on the number of people that would probably be disabled.

Mr. DAWSON (interposing). Over 600.



Mr. PAIGE. You have not taken into account the number of employees who have been disabled, but who have been retained from a humanitarian standpoint.

Mr. DAWSON. I do not know that I have taken them adequately into account; that is a thing you can not be positive about.

I first figured those who would become disabled. I then increased that by a certain percentage. My allowance would allow for those still at work, but who were not in shape for it, but who would have been retired earlier under a pension system. I am not positive that that allowance is not enough. I have made a liberal allowance on that account.

Mr. PAIGE. A man incapacitated—

Mr. DAWSON (interposing). You mean to ask me whether my figures for the fifth and tenth years—whether I have taken into account those still living would have been taken to the retirement list?

Mr. PAIGE. No. A certain employee getting \$1,200 a year, kept on the Government roll because his superior had not the authority to discharge him, but who was unable to do any duty, when he was retired would receive \$600. Have you taken into account the \$1,200 that is cut off?

Mr. DAWSON. I tried to. I made what I thought was a liberal allowance for those already incapacitated, but who are still kept in the service. I do not know that I have allowed enough, but I have allowed a liberal amount.

I thank you very much, Mr. Chairman and gentlemen.

#### **STATEMENT OF MR. EDWARD J. RYAN, NATIONAL PRESIDENT RAILWAY MAIL ASSOCIATION, BOSTON, MASS.**

Mr. RYAN. Mr. Chairman and gentlemen of the committee, there was one point brought out in the statement of Mr. Dawson that I would like to touch upon, because it is of vast importance to the employees of the Railway Mail Service, whom I have the honor to represent. That is the suggestion that a definite age should be stated in the proposed legislation and for which a postal employee may be entitled to an indefinite leave of absence on account of superannuation. I want to touch upon that because of the nature of our service.

Men who are acquainted with the conditions under which the railway postal clerks work, men who are experts in the service almost invariably—in fact invariably, so far as I know—concede that the work of a railway postal clerk tends to shorten the life of the man engaged in that work by about 10 years.

The Railway Mail Service undoubtedly will compare favorably with any other branch of the Government, the employees of which now enjoy a retirement or pension of any nature. In order to enlighten the members of the committee on the nature of the work, I will refer to a short paragraph in the report of the Second Assistant Postmaster General for the fiscal year ending June 30, 1915. He says:

There were 35,658 examinations of permanent railway postal clerks.

The number of cards handled was 31,189,722, of which 99.03 per cent were handled correctly. Last year's report shows 40,325 examinations, 35,372,424 cards handled, 99.12 per cent correctly. The probationary clerks passed 838 examinations, handling 662,735 cards, 97.68 per cent correctly. Last year this

class of clerks passed 3,041 examinations, handling 2,935,149 cards, 97.92 per cent correctly.

In addition to the above there were 8,293 examinations passed by substitutes. The number of cards handled was 6,877,796, of which 97.21 per cent were handled correctly. Last year there were 6,970 examinations and 5,687,860 cards handled, with 97.48 per cent handled correctly.

There were 164 railroad accidents in which postal clerks were either killed or injured, or in which mail matter was lost or damaged, resulting in 1 clerk being killed, 58 seriously injured, and 129 slightly injured. The total number of accidents of all kinds in which postal clerks were either killed or injured, or in which mail matter was lost or damaged, was 376, resulting in 4 clerks being killed, 3 dying as the result of injuries, 116 seriously injured, and 270 slightly injured.

Of the 4 clerks killed, 1 was instantly killed in the mail car in a railroad wreck, 2 were killed by falling out of the door of mail car, and 1 by falling from rear end of the train. Of the 3 clerks who died as a result of the injuries, 1 received injuries by falling out of a mail car, 1 in a collision between mail wagon and street car, and 1 by falling on pavement while going from one post of duty to another.

In studying this particular phase of our occupation I called upon the Treasury Department to get some information as to a similar condition in what is now known as the Coast Guard Service. That is the combined Life-Saving and Revenue-Cutter Service. For the report covering the same fiscal year I was informed that there were four deaths for the Revenue-Cutter Service and no deaths for the Life-Saving Service. I state that at this time to emphasize the nature of the work of the railway postal clerks.

I may say in passing in regard to that subject that I was an interested listener to the remarks of the honorable chairman of the Post Office Committee upon the occasion of a visit in his district in the city of Chattanooga, Tenn., about the 3d or 4th of last November, when this same subject came up. He pointed out where generals of the Army were retired on pensions, and large pensions, and he made a comparison; and he said that in taking into consideration the conditions which existed in the country during the last 50 years, it was his opinion that one railway postal clerk actually gave more service to the public than a dozen generals, and he cited that as a comparison.

I want to submit further, Mr. Chairman, for the attention of the members of the committee, the remarks of Mr. Stewart, which were made on the 3d instant before the House Committee on Labor, when hearings were being held relative to the minimum wage bill.

He diverted from the subject matter of the bill to touch upon the subject of superannuation in the Government service. Mr. Stewart is the chief statistician of the Bureau of Labor Statistics of the Department of Labor. He threw aside entirely practically every viewpoint that may be taken on the subject of retirement except that of the business viewpoint. He said we will eliminate entirely the humanitarian side of it, and whatever political influence may be acquired by any man who may favor it, and we will consider just the functions of the Government as the servant of the people. He made the statement that, looking at it from that one business viewpoint, it would actually cost less to take care of the superannuated employees of the Government service than it costs now to retain them and pay them the salaries they get.

This bill has been practically drawn with that idea in mind. We are not attempting to take able-bodied young men out of the Postal Service and pay them pensions. Looking at it from that viewpoint,

I would be opposed myself to any attempt to put through any kind of legislation that is going to put a burden on the taxpayer because I have relatives of my family who are taxpayers, and I do not believe they ought to be required to help support a pension fund and give me an opportunity to retire from the Railway Mail Service when I am capable of performing the duties assigned to me in that service.

This proposition involves nothing more or less than taking care of a man who has been incapacitated in the service, where a man has reached the age where it is a matter of ordinary everyday business sense to take him out of the service and put into the service a younger man who will, after a course of training, be able to do probably two or three times as much work as some of the men who have been retained in the service under the present conditions.

I want to point out also that the Government of the United States picks up men for our service at any time after they have reached the age of 18 years. It is possible, under civil-service regulations, for a young man at the age of 18 years to take the examination for the Railway Mail Service.

I want to point out further that the training he gets in the Railway Mail Service or in any other branch of the Postal Service is of absolutely no use to him in any other occupation. We have but one Post Office Department in the United States. It is not like it is in other occupations, where a man, after getting a training with one private concern, sees an opportunity to get a higher wage by going to some other private concern. The training we get in the Railway Mail Service is salable only to the United States Government, and we could not sell it to anybody in any other line of business because there is no use for it.

That simply goes to illustrate the point that it is true that opportunities for a man, and certainly a young man, are limited to the salaries provided by law. Of course there are some exceptional cases where men get into the higher-grade position.

But in legislation of this kind we have to consider the general make-up of the employees, and in fact those men are occupying the vast majority of the positions in this particular department. Those have been the men who in many instances, in fact, in every instance, who are more deserving of consideration in any proposition of this kind, because they have been confined within that limited salary and have never gotten into any of the higher positions. These men receive such small salaries that they have very little opportunity to save any money.

I think the members of this committee realize that the life of the country itself depends upon making it as stable as possible by giving every opportunity and every advantage to the rising generation to equip themselves for the great problems of life that are bound to follow, even after our generation has passed away.

Under present living conditions it is practically impossible for a man to maintain a standard of living, even such a standard as may be expected from the postal employee—it is impossible to maintain that standard of living and take care of his family and give his children any attention whatever, under present living conditions.

I believe that this is going to be a potent factor in stimulating the efficiency of the service, in satisfying the minds of the men, and in bringing them to a realization of the fact that the Government is

dealing justly with them; and it will create a greater and stronger feeling of loyalty, and give to the American public, which is mostly concerned in propositions of this kind, a better and more efficient postal service; and I want to suggest again, Mr. Chairman, in closing, that it would be well for the committee to get the remarks that were made by the chief statistician of the Bureau of Labor Statistics, and go over them and just see what that able and expert gentleman knows about this proposition, in so far as it applies to the bureaus in the district, and, of course, the conditions as they exist in the departments in the District are exactly similar to those which exist in other lines of the service, and in the Post Office Department throughout the country. I thank you.

Mr. BEAKES. Do you, gentlemen, desire to ask any questions?

Mr. GRIFFIN. Congressman Kelley, of Michigan.

**STATEMENT OF HON. PATRICK H. KELLEY, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF MICHIGAN.**

Mr. KELLEY. Mr. Chairman, I do not want to take the time of the committee to discuss this bill in any technical way, because I assume that you have viewed it from that point quite extensively yourselves, as to the cost to the Government of installing a system of this sort. I simply want to take opportunity of expressing my approval of the policy of taking care of Government employees of this rank and of this degree of importance to the communities of the country, when they get old. I suppose there is no class of public service that is so confidential in its character, and that comes so close to the citizens generally, as the Postal Service, and the carrier and the rural carrier, and the man on the train, who handles the mail; and as has been stated by the gentleman who just took his seat, the salary is small. It really is not enough so that a person could, in the ordinary course of a lifetime, lay by much for a rainy day, and I think, in the interest of the men themselves, and in the interest of the service which they have been very loyal to, that it will be a good policy for the Government of the United States to take care of these employees who have been faithful and deserving, when they get to that point in life where they are incapacitated on account of age. I hope the committee will report the bill favorably. I thank you.

Mr. BEAKES. Do you want to be heard, Mr. Browne?

**STATEMENT OF HON. EDWARD E. BROWNE, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF WISCONSIN.**

Mr. BROWNE. I simply wish to say that I am heartily in favor of this bill. I probably can not add anything to the remarks that have been presented. I come from a State, Wisconsin, which pensions its teachers and also has an emeritus fund for its aged professors in the State University, and while the law providing for these things met with some opposition at first, the people, when they understood it, were heartily in favor of it. I think that there is no class of employees, either private or public, who are more faithful than the post-office employees, or more efficient. When we look back and see the great changes that have been made in the Post Office Department—for instance, adding the postal deposits—practically taking on the functions of banks, and see how easily the Post Office De-

partment has adjusted itself to this new scheme, and when we took on the parcel post, a great many people who were in favor of it, doubted the Government's ability to cope with the amount of business that would come in, and predicted it would be a failure, but it has proved to be a great success, and those things show the efficiency and the adaptability and the loyalty of the post-office employees, and the intelligence of the post-office employees, as a class.

Now, as has been said before, the training in a post office, either as a clerk or as a carrier in the city, or as a rural carrier, does not fit a man for any other position in life; he becomes an expert at that one thing; but if he is thrown out of employment, or is feeble, he can not go into any other service, and it is hard for a man, after he gets to be even, say, 50 years old, to adapt himself to any other occupation and to learn a new trade. I believe that it is not only just to the employee, but it will result in benefit to the service. I do not believe that any Postmaster General, no matter how efficient he wants his department to be, can justly put his pen through the name of an employee who has worked there for years and years in the service of this Government, and who has been efficient, simply because he is failing on account of age or poor health, and say that his days of usefulness are over and that he is not entitled to any further consideration. This bill is certainly in the interest of efficiency. Under it, if a man is not able to measure up to the standard of efficiency which the Government requires, he may be laid off without any great injustice being done to him. I was astonished the other day, in listening before the Labor Committee, to statements there as to the exactness of post-office employees. They not only have the Taylor system to some extent in the Post Office Department, but they take clerks and see how many letters they can throw and sort in a minute, under a watch, and they have to reach a certain standard of proficiency. Then, when an employee does not know it, he is being watched from a place where a man is stationed, and if he falls very much below the fixed standard that they have set there he is liable to be disqualified for inefficiency and let out.

Now, those conditions are very exacting, and I know that the older employees in the Post Office Department fear that at any time, because of sickness or age, they will be unable to measure up to the standard, and I believe that the Government of the United States ought to be as humane with its employees—in fact, more humane than any other employer. I believe this Government can well afford to set an example to all employers of labor, and I think that the eight-hour-a-day law was a step in the right direction, and I believe it will insure better service; and they certainly have got a loyal lot of employees; and we even see some of the great railroad companies doing this same thing, and I feel that it is a very just thing to do, and especially as we know that for the intelligence and loyalty and efficiency of the employee the Government is getting the service of such employees to-day at a minimum price and at a minimum expense, and there is no great chance for any great promotion in the Government service in the Post Office Department. It is altogether limited; none of the salaries are very high, and I believe it would be just for this committee to report this bill favorably. I thank you.

(Whereupon, at 1.55 o'clock p. m., the subcommittee adjourned until to-morrow, Saturday, April 8, 1916, at 10 o'clock a. m.)

SUBCOMMITTEE NO. 8 OF THE  
COMMITTEE ON POST OFFICES AND POST ROADS,  
HOUSE OF REPRESENTATIVES,  
*Washington, D. C., Saturday, April 8, 1916.*

The subcommittee met at 10 o'clock a. m., Hon. Samuel W. Beakes (chairman) presiding.

The CHAIRMAN. The committee will come to order.

Mr. GRIFFIN. I desire to have inserted in the record a telegram and letter which I received this morning from Congressmen Bennet and Hutchinson, respectively.

The CHAIRMAN. They may be inserted.

(The telegram and letter referred to are as follows:)

NEW YORK, April 7, 1916.

HON. DANIEL J. GRIFFIN,  
*House of Representatives, Washington, D. C.:*

Detained in New York by illness of partner. Most strenuously urge committee to report your bill favorably as a measure of justice to deserving postal employees.

WILLIAM S. BENNET.

APRIL 7, 1916.

HON. DANIEL J. GRIFFIN,  
*Committee on Post Offices and Post Roads, Washington, D. C.*

DEAR SIR: I am heartily in favor of H. R. 6915, on the principal that it is the only true way to handle our employees. I do feel, however, that the time of service should be considered, and that if one of the members of the force should be hurt while performing his duty that he should be entitled to some consideration as well as superannuated employees.

If such a law be placed upon our statute books, I am sure that the efficiency of all the departments will be improved.

I also think that if the Government departments should establish a relief fund, such as some of our large corporations have done, under Government supervision, that this would be a great incentive to the Government employees.

Yours, very sincerely,

E. C. HUTCHINSON.

**STATEMENT OF HON. DUDLEY DOOLITTLE, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF KANSAS.**

Mr. DOOLITTLE. Mr. Chairman, my personal appearance here is to indicate my sympathy with and my entire interest in this proposition and the Griffin bill. I think it is legislation that is along the line that we should in the future look to, and I hope that the bill in some form may be favorably reported. I personally favor the co-operative plan as a good way to get at the matter of taking care of superannuated employees, but any bill that this committee reports I am sure I shall be able to support.

**STATEMENT OF HON. MICHAEL F. FARLEY, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF NEW YORK.**

Mr. FARLEY. Mr. Chairman, this is an age of progress. Every progressive institution, corporate and private, sensing the spirit of the times, realizes the importance and the business sagacity of pensioning old and superannuated employees. They pursue this policy in the fulfillment of two primary business purposes, first to reward the long and faithful services of trusted employees; secondly, to avail

themselves of younger blood and energy to take the places of the old employees. In working out this plan, business efficiency is increased and no financial losses are sustained. What business and mercantile establishments have accomplished successfully can be with equal success accomplished by the Government in all its departments, but particularly in the Postal Service. Had the originators of the civil service been able to look into the future 30 years in advance, they would have perceived the necessity for the establishment of some pension system to work out in a rounded and perfected form the whole theory and fabric. Civil-service conditions of this kind influence me in earnestly supporting H. R. 6915, which provides for a retirement of superannuated employees of the Postal Service on an annual salary of \$600. The enactment of this bill into law will inflict no losses, financially or otherwise, upon the Government, but it will redound to the great advantage of the service from the standpoint of increased efficiency.

**STATEMENT OF MR. PATRICK J. McNABB, PRESIDENT OF THE  
NEW YORK CITY BRANCH OF LETTER CARRIERS.**

Mr. McNABB. Mr. Chairman and gentlemen, as representing the New York City branch of letter carriers, a number of cases have come to my attention during the past five years which, under a form of retirement as laid down in H. R. 6915, would have been taken care of with not only benefit to the employee who has had to leave the service or who had died in that time, but a great benefit to the Government also. There is a moral effect on the esprit de corps of the employees that is created by the letting out of a man from the service after he has served a long number of years, which, while it can not be calculated in dollars and cents, I am sure retards the highest degree of efficiency that could be obtained and should be obtained under proper laws and regulations to carry out a form of retirement for superannuated employees.

I have in mind one case within the last few years: A man just about to celebrate his forty-fifth year as a letter carrier, who had also served in the Ninety-third New York Volunteer Infantry in the Civil War before entering the service as a letter carrier—his name is Francis Scannell—and who was attached to the Madison Square post-office station, in the heart of the city, during the last year, by his active service, was taken with what would be to a younger man an ordinary illness, but to a man who had served that length of time in the great variety of weather that New York City has during the 12 months of the year, it was an illness that caused him to remain out of the service for a period of 150 days, and according to the regulations of the department, notwithstanding that he was not drawing any salary during those 150 days, his resignation was called for. Not only to this man himself was it a staggering blow, but to all of the 3,400 men who act as letter carriers in the New York City post office was it a blow. They felt that the Government, notwithstanding any regulations of the Post Office Department, ought to treat a veteran, both of the Civil War and a veteran of the postal service in the city, with some higher degree of humanity than to just let him out after that length of service. When men feel these things, it cer-

tainly has an effect on their work. That case has been discussed, and comment, very much of it adverse comment, has been passed from man to man on the department and on the Government that would allow such things to be.

Now, the department is not so much to blame as the fact that there is not any law now on the statute books to take care of cases like that and other cases of superannuation, and when cases like that are brought to your attention it must necessarily make you think that something ought to be done.

We have now in the city over 90 men whose length of service is 35 years or over. Twenty-six of those men have served over 40 years, and two of them are now in their fiftieth year, and while I am very sure that many of those 90 would not care to-day to be classed as superannuated, they do not know and I do not know what may happen to them to-morrow. Some illness, slight in itself, may attack them during the coming year, and after nearly a half century of service they have not the reserve to withstand attacks of disease, or even a minor accident may incapacitate them.

As an employee appearing before this committee I want to call this fact to the attention of the Congressmen. Questions have been raised in the discussion of this pension problem as to why employees are any more entitled to a pension from the Government than the farmer or the mechanic or the miner or any other class of citizens. The employee appears before Congress in two aspects. First, he is a citizen of the Government and asks no favors as against any other citizen, but this Government, this Postal Service in which I am engaged, is a big corporation also, and hires us, as the servants of the whole people, and Congress in a measure acts somewhat in the capacity of the directors of any other large corporation, and I am sure that the whole people, including the farmers and miners and business men, all want to see this great corporation that transacts their business as well equipped in every way to handle that business as are the other corporations that transact private business.

They have come to know that in these private corporations, and pensions have been adopted, and have been in use long enough to be able to show whether their adoption was worth while, and the unanimous verdict of the directors of those corporations, in submitting the figures year by year to their stockholders, is that the adoption of a pension system has been one of the greatest dividend factors that has ever been established in connection with those corporations. So, therefore, as employees of this corporation, it seems to me that the gentlemen of Congress, the directors of this great corporation, the United States Government, and that particular part of it with which we are dealing at the present time, the Postal Service, must not look upon the adoption of a pension system as an entirely untried experiment. While not tried in the civil service of the Government heretofore, it has had ample trial in corporations which have enrolled on their books as many employees as the classified civil service of the Government. There will be, from my observation, and I have made it a point to ask men in all walks of life how they stand on the question, there will be hardly a voice of dissent. I am sure there will be none in the great city of New York, if the men who have served the best years of their life in the Postal Service are properly cared for by the adoption of the measure introduced by Mr. Griffin.



The CHAIRMAN. Do you know any of the letter carriers that have been able to lay up anything on their salary in New York?

Mr. McNABB. I do not think that I am an extravagant letter carrier, but just an ordinary, common, every-day American citizen with a family of only three children and a wife who is about as first-class an American girl, country bred, as I know of, and living in very frugal style. In 19 years in the letter-carriers' service in New York City, I have not been able to do much more than just take care of my family, and my knowledge of the men in general in New York City leads me to believe that bank accounts are not very numerous among the 3,400 letter carriers there, and I dare say the living conditions in other big cities run pretty much the same.

The CHAIRMAN. The highest salary received there by letter carriers is \$1,200?

Mr. McNABB. \$1,200, if you work every day. Every day you are off \$3.33 is subtracted from that.

Mr. PAIGE. You have not been able to secure a great surplus, have you, up to date?

Mr. McNABB. No; I have not.

Mr. PAIGE. Don't you think that is true of the average laboring man?

Mr. McNABB. I do not know. The banks in our city, the savings banks have a pretty good average per capita savings there, but I do not know that our people add to that very materially. That is my observation.

Mr. GRIFFIN. A letter carrier is paid no money by the Government when he is sick and not on duty?

Mr. McNABB. Not for ordinary sickness. If injured while on duty, he is.

Mr. GRIFFIN. We understand, the compensation act.

Mr. McNABB. And you have to be on duty to get your salary.

#### **STATEMENT OF HON. C. C. DILL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON.**

Mr. DILL. Gentlemen, I simply want to be on record before the committee as being in favor of this bill, H. R. 6915, providing for an allowance to superannuated employees. In my part of the country, out in the Spokane country, in Washington, we have no large number of superannuated employees yet, but like every other part of the country there soon will be a great many of them, and I personally think the bill is desirable, and I hope the committee will report it out favorably. I have no particular arguments to present, but I want to go on record as being in favor of it. I thank you very much.

#### **STATEMENT OF MR. EDWARD J. CANTWELL, SECRETARY OF THE NATIONAL ASSOCIATION OF LETTER CARRIERS, WASHINGTON, D. C.**

Mr. CANTWELL. Mr. Chairman, and gentlemen of the committee, I have a statement prepared here, and as I am going along if there

are any questions that the committee sees fit to ask I will be glad to stop and answer them to the best of my ability.

As the representative of the letter carriers employed in the City Delivery Service, I appear here to-day to appeal for relief for many of our old veterans in the Postal Service who are fast arriving at a state of superannuation. There is no more pathetic figure in this busy world than the old worn-out letter carrier, who has given a lifetime of valuable service to the Government and has arrived at an age and condition in life when he realizes that he can no longer keep up the pace required of him in order to continue in his position. These old men fully realize their utter helplessness when they are thrown on the charity of the world, for when their earnings cease in the Postal Service, they can not find another field to sell the knowledge they have acquired in the Postal Service.

This bill which you have before you to-day for consideration would not only bring relief to the employees in the Postal Service, but would result in greater efficiency by supplanting the old men with young, active, and energetic recruits. It would not only act as a reward for a lifetime of loyal and faithful service to the Government, but would encourage young men to enter the service and be ready and willing to give the most productive and fruitful years of their life to the Government, secure in the knowledge that when their step became halting and their eye dimmed, that they would not be let out and left to the mercies of a thoughtless world.

This bill provides for an indefinite leave of absence, together with an allowance of \$600 per annum, payable monthly, to any person employed in the Railway Mail Service, the Rural Free Delivery Service, the City Free Delivery Service, and to post-office clerks and other employees in post offices who are in the classified civil service and have become incapacitated from performing their duties through superannuation. The employees entitled to the benefit of the provisions of this bill will be granted an indefinite leave of absence on the authority of the Postmaster General, under certain restrictions named in section 3 of the bill.

Should it be found necessary to employ a substitute to fill the place of an employee who has been granted an indefinite leave of absence, said substitute shall be paid at the rate allowed for vacation work.

The probable cost to the Government has been explained to you by Mr. Miles M. Dawson, a consulting actuary of national repute, who has given much study to this bill and its provisions.

We can not limit the benefit to be derived from this legislation by what appears to be its cost. No beneficial legislation was ever enacted that did not involve some apparent financial cost, yet after a period of years we find in reviewing the history of all legislation calculated to lighten the burden of our toilers that it has in the end proved to be an economical proposition. The cost of this particular bill might be met by lapsed money-order funds, proceeds of dead-letter sales, lapsed salaries of employees, and, if necessary, by supplementing a small percentage of the postal surplus. I submit herewith a table used by First Assistant Postmaster General Roper in a paper prepared by him entitled "The Reward of the Superannuate," giving the age and salary of all city letter carriers over 60 years of age in first and second class post offices September 24, 1914:

TABLE III.—*Age and salary of all city letter carriers over 60 years of age at first and second class post offices Sept. 24, 1914.*

Salaries.	Ages in years.															
	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75
\$800.....					1				1	1						
\$900.....								1	2	3						
\$1,000.....					1	1		2	10	5	5	7	9	9	3	2
\$1,100.....	20	11	12	14	3	1	1	7	5	46	47	31	24	13	18	14
\$1,200.....	126	137	96	87	72	58	53	55	52							
Total.....	146	148	108	101	77	60	54	65	63	55	52	38	33	22	22	16

Salaries.	Ages in years.																Total, all ages.
	76	77	78	79	80	81	82	83	84	85	86	87	88	89			
\$800.....																	2
\$900.....																	2
\$1,000.....																	8
\$1,100.....	3	2	2	1	1		1										129
\$1,200.....	6	7	1	2	1									1			947
Total.....	9	9	3	3	2		1								1		1,088

These old men have given all the productive years of their lives to the Postal Service at a salary that would not permit of saving an amount to provide a competence for them in their few declining years. The salary of these employees prior to July 1, 1907, was \$850 per annum in cities with a population of less than 75,000, and \$1,000 per annum in cities with a population in excess of 75,000. Since 1907 the employees in second-class offices can be promoted each year until they reach a maximum salary of \$1,100 and \$1,200 in first-class offices. For information of the committee, regarding the cost for maintaining a family of five, I submit herewith copy of a report of the New York Association for Improving the Condition of the Poor:

## FAMILY OF FIVE NEEDS \$1,100 A YEAR IN MANHATTAN.

From \$1,100 to \$1,300 income is necessary to enable the average family of five persons to maintain, unaided, a normal standard of living in the borough of Manhattan—to live, that is, “in such a way as to preserve health, mind, character, self-respect, and proper conditions of family life.”

Such was the announcement of the New York Association for Improving the Condition of the Poor, in connection with the first report of its home hospital, an experiment in the combined treatment of poverty and tuberculosis.

The figures of the association were got from its experience in caring for 27 families in the hospital in the Vanderbilt tenements. The daily budget for the average Manhattan family would work out, at that experience, about as follows:

Rent and light.....	\$0. 650
Food.....	1. 298
Clothing.....	. 433
Fuel.....	. 045
Lunches.....	. 089
Dues.....	. 068
Medicine.....	. 079
Ice.....	. 050
Carfare.....	. 065
Household supplies.....	. 091
Miscellaneous.....	. 097
Total daily budget.....	2. 965
Total yearly budget.....	1,082. 000

The families included in the investigation were allowed to buy all they wished to, and in some cases were encouraged to buy more than they would have done. According to the report "the total living expenses of the 27 families in the hospital during the first year amounted to \$15,776.99. The average living expenses per family of five individuals, or 3.3 units, for 233.37 days, the average residence in the hospital during the year, was \$548.33, making a daily expense per family of \$2.499, or \$912.50 a year. As these figures are exclusive of the cost of administration and supervision, and as the living afforded had not the least semblance of luxury, the association believes they furnish a fair basis for computing the cost of maintaining a decent home and providing a comfortable living for an average family of five persons—father, mother, and three children under 14—in New York City at the present time."

In the association diet kitchen the meals were provided at 15 cents per male adult. In the experiment it was found, it is stated, that cooperative buying will save households about 20 per cent on the cost of living. The association has organized a bureau of food supply to study and suggest plans for a more economical distribution of food and to guarantee quality and quantity.

This report appears in the hearings before the Committee on Ways and Means, House of Representatives, Sixty-third Congress, second session, on H. R. 7217:

According to this report the actual living expenses of a family of five amounts to \$1,082 per annum. These figures do not provide for any of the ordinary luxuries that a family should have in order to enjoy the blessings of life. As letter carriers are paid only for the actual time they are employed, it will be seen that in order to keep out of debt they must live frugally and maintain good health and not be subjected to the ordinary ills that humans are heir to.

This subject of providing annuities for superannuated employees is by no means an innovation, nor is it in its infancy. At the sixteenth annual meeting of the National Civic Federation, held in Washington, D. C., January 17 and 18, 1916, an address was made by Hon. William R. Willcox, chairman of the pension department, on the subject of "Pensions for Federal employees." In dealing with the subject, Mr. Willcox stated that "many corporations have introduced the straight pension or service-annuity plan," for retirement of our superannuated employees. He further said that "to-day great corporations, such as the American Telephone & Telegraph Co., the Edison Co., the American Tobacco Co., the American Sugar Refining Co., the International Harvester Co., the United States Steel Corporation, and others in many lines of industry, paying higher wages than the Government to the same classes of men, give a free pension after a certain number of years of service."

The address of Mr. Willcox shows a careful study of the problem of pension, and with permission of the committee I would like to insert it as part of my remarks.

If the committee would like to have that, I have a copy of the hearing containing a great deal of valuable data on this whole subject.

Mr. PAIGE. Mr. Chairman, I move that the names of these corporations that are granting pensions be inserted in the record, without any other matter in regard to it, simply the names of the corporations that are granting pensions to their employees. I think that will be sufficient, as far as this bill is concerned.

The CHAIRMAN. It is moved that so much of the address of Mr. Willcox as includes the names of the corporations—private corporations granting pensions to employees—be inserted in the record. All in favor of that will please signify by saying "aye."

(The motion was agreed to.)

(The names of the corporations referred to are as follows:)

The American Brass Co., Waterbury, Conn.  
 American Express Co., New York City.  
 American Sugar Refining Co., New York City.  
 American Telephone & Telegraph Co., New York City.  
 Armour & Co., Chicago, Ill.  
 Atchison, Topeka & Santa Fe Railroad Co., Chicago, Ill.  
 Baltimore & Ohio Railroad Co., Baltimore, Md.  
 Jos. Bancroft & Sons Co., Wilmington, Del.  
 Blount Plow Works, Evansville, Ind.  
 J. G. Brill Co., Philadelphia, Pa.  
 Brooklyn Rapid Transit, Brooklyn, N. Y.  
 The Cincinnati & Suburban Telephone Co., Cincinnati, Ohio.  
 The Crane Co., Chicago, Ill.  
 Cumberland Mills, Westbrook, Me.  
 Deere & Co., Moline, Ill.  
 E. I. du Pont de Nemours Powder Co., Wilmington, Del.  
 The Equitable Life Assurance Society, New York, N. Y.  
 First National Bank of Chicago, Chicago, Ill.  
 General Electric Co., Schenectady, N. Y.  
 General Fire Extinguisher Co., Providence, R. I.  
 B. F. Goodrich Co., Akron, Ohio.  
 Gorham Manufacturing Co., Providence, R. I.  
 F. C. Huyck & Sons, Albany, N. Y.  
 International Harvester Co., Chicago, Ill.  
 Lehigh Valley Transit Co., Allentown, Pa.  
 The Midvale Steel Co.  
 Morris & Co., Chicago, Ill.  
 Murphy Varnish Co., Newark, N. J.  
 National City Bank, New York.  
 New York Central Lines, Cleveland, Ohio.  
 New York, Chicago & St. Louis Railroad Co., Cleveland, Ohio.  
 The New York, New Haven & Hartford Railroad Co., New Haven, Conn.  
 New York Railways Co., New York.  
 North Star Mines Co., New York.  
 The Pennsylvania Railroad Co., Philadelphia, Pa.  
 Pittsburgh Coal Co., Pittsburgh, Pa.  
 Prudential Insurance Co. of America, Newark, N. J.  
 Public Service Corporation of New Jersey, Newark, N. J.  
 The Pullman Co., manufacturing department, Pullman, Ill.  
 The Rhode Island Co., Providence, R. I.  
 Simonds Manufacturing Co., Pittsfield, Mass.  
 The Standard Oil Co., Neodesha, Kans.  
 Talbot Mills, North Billerica, Mass.  
 Chas. H. Tenney & Co., Boston, Mass.  
 United States Steel & Carnegie Corporation, New York City.  
 The Van Brunt Manufacturing Co., Horicon, Wis.  
 Vermont Marble Co., Proctor, Vt.  
 The Virginia Bridge & Iron Co., Roanoke, Va.  
 Washington Railway & Electric Co., Washington, D. C.  
 Wells Fargo Co., Chicago, Ill.  
 Western Electric Co., New York City.  
 Westinghouse Air Brake Co., Pittsburgh, Pa.  
 J. H. Williams Co.  
 Winchester Repeating Arms Co., New Haven, Conn.

The CHAIRMAN. You have looked through this paper. What proportion of those companies have adopted the contributory plan?

Mr. CANTWELL. There is not one of this whole list here that I recall. There are some few of them that have part contributions and part appropriations by the company.

The CHAIRMAN. They are very few in number?

Mr. CANTWELL. They are few. Nearly all of them are straight pension.

Mr. PAIGE. Not 10 per cent, are they?

Mr. CANTWELL. Oh, less than 5 per cent.

Mr. PAIGE. That is what I thought.

The CHAIRMAN. Do you know what age most of them retire their employees at?

Mr. CANTWELL. Sixty-five years approximately is the retiring age, and in nearly all cases they must retire at 70.

The CHAIRMAN. I notice in this address that the State of Massachusetts is spoken of as having a retirement system.

Mr. CANTWELL. Yes.

The CHAIRMAN. Do you know anything about the retirement act of Massachusetts of 1911?

Mr. CANTWELL. No; I am not familiar with it. To the best of my information, the cities, or certain cities in the State of Massachusetts voted on this subject in the last election, did they not, Mr. Paige?

Mr. PAIGE. Yes.

Mr. CANTWELL. According to Mr. Willcox's statement, the State of Massachusetts has made a general provision for retirement of State employees. Eight States—Louisiana, Maine, Maryland, Massachusetts, Minnesota, New Jersey, New York, and Rhode Island—have established pension systems for judges; fifty-eight cities having a population of less than 25,000 have pension funds of one sort or another; and 228 cities with a population of more than 25,000 have pensions of some kind for their employees.

A list of 55 railroad companies and industrial corporations is compiled from data furnished by employers showing the regular and disability pension plans in force in each.

The Pennsylvania Railroad Co., as an example, provides for the retirement of its veteran employees on a pension, and in doing so it instills a sense of pride in the employee by placing his name on a roster termed "The railroad roll of honor." The retirement plan was established on January 1, 1900. The report of the company to February 29, 1916, shows the following statement of facts:

Amount paid since retirement plan was established, \$12,349,513.99; total number of employees placed on the roll of honor to February 1, 1916, 9,250; roll of honor employees who have died, 4,695; total number of employees on roll of honor February 1, 1916, 4,555.

The Pennsylvania Railroad was the pioneer among transportation systems of America in establishing a plan for retiring and pensioning all employees of whatever rank upon equal terms. All must retire at the age of 70. All may retire at age 65 or over, if unfitted for active work.

I also submit for information of the committee a statement prepared at the office of the Pan American Union showing the pension systems in force for civil employees in Latin America.

#### PENSIONS FOR CIVIL EMPLOYEES IN LATIN AMERICA.

Argentina has a general civil employees' pension system. This system is regulated by the law of September 10, 1904, which provides in detail that civil employees are entitled to a pension and fixes the amounts to be granted.

Although the employees of Argentine Government railroads have been included in the general pension system of 1904, a special law was passed by the Argentine Congress in 1913 providing a railway pension for all employees and permanent workmen of all railroads, including private railway companies.

Other countries of Latin America seemingly have no civil employees' pension law, but the following have special pension laws:

Uruguay has a law of 1896 granting pension to retired teachers, and a law of 1892 granting pensions to retired members of the police and firemen forces.

Chile issued in 1896 a law granting pensions to retired teachers.

Colombia, by a law of April 22, 1905, provides "a pension to all civil employees who during the term of 30 years have held an official position."

Venezuela, by a law of June 25, 1910, provides for civil pensions, which may be granted by special legislation.

I also submit the names of foreign governments that provide for retirement on annuities of their civil servants: Austria, Belgium, Denmark, France, Germany, Great Britain, Australia, Canada, Cape Colony, Natal, Italy, the Netherlands, Norway, Portugal, and Russia.

Getting nearer to home, I would like to call the attention of the committee to the fact that retirement allowances are made to our Federal judges, the employees in the Army, Navy, Marine Corps, the Life-Saving Service, and the Revenue-Cutter Service.

The military appropriation bill reported by the Senate committee to the third session of the Sixty-third Congress contained the following provision, which was inserted by the Committee on Military Affairs:

*Provided further*, That the Secretary of War may grant a furlough with one-half pay to any clerk, messenger, or other classified employee who is over sixty-five years of age, or who has been employed for twenty-five years or over in the civil service, for any period during which such clerk, messenger, or other classified employee is incapacitated for the performance of his duty; and the one-half salary not paid such clerk, messenger, or other classified employee during said absence may be used, by authority of the Secretary of War, for the hire of a clerk, messenger, or other classified employee at not to exceed the entrance grade established for the bureau or office concerned: *Provided further*, That upon the death, resignation, or discharge of an employee furloughed on half pay, the amount of such half pay will revert to the appropriation from which payment was made to such employee for the fiscal year in which said employee died, resigned, or was discharged, and such amount shall be used to make promotions to the grade vacated by such employee when furloughed on half pay, any amount remaining after said promotions have been made to remain in the credit of the appropriation concerned for use, under authority of the Secretary of War, for the employment of clerks, messengers, or other classified employees at the entrance salary: *Provided further*, That the provisions of this act authorizing the granting of furlough on one-half pay to clerks, messengers, and other classified employees of the Army at large shall apply to all clerks, messengers, and other employees in the classified service of the War Department.

While this amendment was ruled out on a point of order, it nevertheless represents the sentiment of the Senate Committee on Military Affairs who had this bill before them for their consideration. I also wish to insert as part of my remarks extracts of reports of Postmasters General and their assistants on the subject of superannuation in the Postal Service:

#### EXTRACTS OF REPORTS OF POSTMASTERS GENERAL AND THEIR ASSISTANTS ON THE SUBJECT OF SUPERANNUATION.

The Postmaster General's report for 1909 states:

##### RETIREMENT OF SUPERANNUATED EMPLOYEES.

In recent years the subject of making provision for the retirement of superannuated employees in the civil service has received much consideration. It is believed that the interests of the employees and of the Government alike demand legislation to this end.

The work of the Postal Service, like that of every great business institution, public or private, requires special training. Years of experience are necessary for the attainment of a high degree of proficiency in the discharge of the duties devolving on postal employees. The department's policy is, therefore, to recruit its force from young men and to retain them until such time as their usefulness is impaired by advancing age.

In view of the increased cost of living, the salaries paid are barely sufficient to enable the employees to meet current needs and the opportunity to make provision for old age is small. These conditions suggest the adoption of measures that will insure Government employees against want after they pass the period of active service. Private business establishments in this and foreign countries find that such a course brings practical returns in the increased loyalty and zeal of employees.

Experience has shown that in default of such provision administrative officers hesitate to recommend the dismissal or the reduction in salary of superannuated employees who have spent their lives in the Government service. The drain on the national finances by their retention at full pay after they have become incapacitated for efficient service is far greater than would be the cost of a reasonable system of civil pensions.

The First Assistant Postmaster General for the same year in his report states:

#### A RETIREMENT FUND FOR SUPERANNUATED EMPLOYEES.

The question of retiring superannuated employees on a pension has confronted the executive departments and has been discussed in Congress for many years. The present law prohibits the maintenance of a civil pension list and makes it the duty of executive officers to drop from the rolls all employees who are permanently incapacitated for performing service. This law, however, is most difficult of enforcement, and it is undoubtedly a fact that there are many employees in the Postal Service who should be retired on account of age and physical infirmities. Many of these men have spent their lives in the service. On account of the long hours and exacting nature of their duties they have not been able to add to their meager savings by outside employment nor to lay up a competence for old age. To remove them from the service for incompetency when their period of active usefulness has passed is in contravention of the spirit of our institutions. Good administration and humanity alike demand that some provision be made to care for these veterans of the service when overtaken by old age or disability.

The First Assistant Postmaster General in his report for 1910 says:

#### PENSIONS FOR SUPERANNUATED EMPLOYEES.

Nearly every country of importance makes some provision for pensioning its civil employees when they are overtaken by old age, and many of the large corporations in this country have devised a similar plan for the retirement of their aged employees. From the standpoint of economy alone it would seem that this Government should do likewise. In the Postal Service, on account of the long hours, the small salaries, and the exacting nature of the duties performed, the employees rarely are able to lay up a competence for old age. It is hoped, therefore, that Congress will take action looking to the retirement in some suitable manner of its superannuated employees.

The Postmaster General in his report for 1911 says:

#### PENSIONS FOR SUPERANNUATED EMPLOYEES.

Almost without exception foreign nations provide for the pensioning of civil-service employees when they become superannuated. Large corporations in this country are rapidly adopting the same principle in the retirement of their aged employees. On business grounds, if for no other reason, the Government should do likewise.

While the compensation of postal employees has been considerably increased during the last few years, it is hardly more than sufficient to meet necessary living expenses, and consequently does not permit the putting aside of any con-



siderable savings against old age. It is believed that a civil pension, based on length of employment, should be granted by the Government. Benefits to the service far outweighing the expense of such pensions would undoubtedly result.

The First Assistant Postmaster General in his report for the same year says:

PENSIONS FOR SUPERANNUATED EMPLOYEES.

Nearly every country of importance makes some provision for pensioning its civil employees when they are overtaken by old age, and many of the large corporations in this country have devised a similar plan for the retirement of their aged employees. From the standpoint of economy alone it would seem that this Government should do likewise. In the Postal Service, on account of the long hours, the small salaries, and the exacting nature of the duties performed, the employees rarely are able to lay up a competence for old age.

At post offices of the first class the employees number about 50,000, and less than 1,200 of this number have reached the age of 65 or more, many of whom are in nowise superannuated. It is believed, therefore, that less than 2 per cent of the employees of classified post offices would be retired under a pension system.

In the post-office service a large sum of money accrues annually from the lapsed salaries of employees absent, without pay, where no substitute is employed, or where the substitute receives less than the salary of the absent clerk or carrier, and also on account of failure to fill vacancies immediately, or where the force is reduced temporarily during the dull season when vacancies occur. The employees themselves, in a measure, contribute to this fund, since the absence of regular employees throws additional burdens on those remaining on duty. This fund is more than sufficient to cover the cost of pensions for the superannuated employees amongst the 60,000 clerks and carriers at first and second class post offices. There is another source of revenue that might properly be used to constitute a pension fund and that is the money turned into the Treasury each year from money orders issued and never presented for payment.

The Postmaster General in his report for 1912 says:

PENSIONS FOR SUPERANNUATED EMPLOYEES.

Civil pensions based on length of service should be granted to postal employees when they become superannuated. It is likely that the expense of such a system would be more than offset by gains in efficiency. Although the compensation of postal employees has been considerably increased during the last few years, it is still insufficient to permit adequate savings against old age. Foreign nations pension their aged employees, as do also many corporations, and on business grounds, if for no other reason, the Government should do likewise.

The First Assistant Postmaster General in his report for 1912 says:

INJURED AND SUPERANNUATED EMPLOYEES.

In the postal service the employees rarely are able to accumulate savings, and the injury of an employee in the line of duty, necessitating his absence without pay or resulting in death, is a serious hardship to his family. The Government should take the lead in dealing fairly with employees who are injured while in the performance of duty, and those who, when burdened with years and worn with faithful service, are forced to relinquish their positions because no longer able to work.

The First Assistant Postmaster General in his report for 1914 says:

SUPERANNUATION.

It is said that the loss sustained by the Government on account of superannuation aggregates many millions annually. A careful canvass of first and second class post offices seems to indicate that this loss is probably less pro-

portionately in the Postal Service than elsewhere. Alertness, dexterity, quickness of hand and eye, and other qualities of youth are peculiarly required for the performance of post-office work and tend of themselves to assist in reducing superannuation in the service. However, superannuation is an important problem in properly reorganizing the post-office service, and the increasing volume of parcel-post traffic accentuates the need for an early and definite solution.

Some postmasters refrain for humanitarian reasons from recommending demotions and removals in accordance with the declining efficiency of employees. The result to some extent is that tenure of office in the Government service does not now depend on the law nor on the uniform needs of the service, but upon the varying temperaments of the postmasters and their varying conceptions of their public duty. This condition is wrong and works injustice to the employees and loss to the Government.

The First Assistant Postmaster General on March 1, 1915, in a communication to Senator Bankhead, which was printed in the Congressional Record of March 4, said that:

Superannuation, however, remains a pressing and urgent problem, and a practical plan for dealing with it effectually should be accepted and advocated.

For the information of the committee, I desire to state that I also appear here to-day as president of the National Council of Postal Associations of the United States, composed of the following-named affiliated associations: National Rural Letter Carriers' Association, United National Association of Post Office Clerks, Railway Mail Association, and the National Association of Letter Carriers.

The personal representatives of the last three named associations appeared before your honorable committee and expressed their views on the bill now pending before you. The representative of the National Rural Letter Carriers' Association has been unable to make arrangements to be present before the committee, but in order that the association be recorded at the hearings the national president has sent me the following telegram:

MR. ED. J. CANTWELL,  
945 Pennsylvania Avenue NW., Washington, D. C.:

You are hereby authorized to indorse Griffin bill for me as president of the National Rural Letter Carriers' Association. Sorry I could not be present.

GEORGE W. KIME, *Willard, Mo.*

In concluding, let me urge upon your honorable committee to look at the matter broadly and to do justice to the old veterans in the Postal Service who have devoted their lives to its development. These men should be rewarded for their years of devotion and labor in a service that is so near and dear to the hearts of the American people. Many of our old men are anxiously looking forward to the outcome of these deliberations to-day, and in their behalf I appeal to you to make a favorable report to the full committee on H. R. 6915.

**STATEMENT OF MR. FRANK T. ROGERS, PRESIDENT UNITED NATIONAL ASSOCIATION OF POST OFFICE CLERKS, CHICAGO, ILL.**

MR. ROGERS. Mr. Chairman, I have reduced my remarks to writing, and following the example of Mr. Cantwell, if there are any interrogations, I will be very glad to stop at any time that you see fit.

As president of the United National Association of Post Office Clerks, representing a membership of more than 28,000 post-office

clerks, employed in the first and second class post offices of the country, I am here to advocate a favorable report by your committee on the bill under consideration known as the "Griffin bill" (H. R. 6915), a bill granting indefinite leaves of absence to superannuated employees of the Postal Service.

For many years the association that I have the honor to represent has recognized the necessity for the enactment by Congress of legislation that would retire the superannuated employees of the Postal Service with an allowance sufficient to protect them in their declining years against poverty.

By way of interpolation, Mr. Chairman, I wish to say that I am also secretary of the National Council of Postal Associations, which is a conference body, composed of the National Association of Letter Carriers, the National Rural Letter Carriers' Association, the Railway Mail Association, and the United National Association of Post Office Clerks. This council met here in the city of Washington on the 18th day of December, and it developed during the proceedings that three of the associations represented had, by action of their respective conventions, declared that the necessity for the enactment of retirement legislation for their superannuates was of paramount importance to their respective bodies, and it was after thorough consideration at this conference that we indorsed the plan of legislation that is contemplated in the Griffin bill.

I want to say, further, that we realized that we are confronting a condition and not a theory. We have witnessed the fate of campaigns to secure retirement legislation for many years. We know that results have not been achieved, so we have come to the conclusion that it is the sensible thing to do to strive for the best possible instead of sacrificing the superannuates by attempting to get the impossible best.

At the present time the situation confronting superannuated postal employees presents a particularly acute problem.

The existing condition was truly reflected by the action taken at the sixteenth annual convention of the United National Association of Post Office Clerks, held at Los Angeles, Cal., September 6-9, 1915. This convention, after mature deliberation and careful consideration, adopted a resolution declaring that the necessity for the early enactment by Congress of legislation to provide for the superannuates of the Postal Service was of paramount importance to the membership of our association.

I believe that the bill under consideration is thoroughly practicable. Its provisions will cure the evil of superannuation in the Postal Service with great resulting good to the service, both in economy and in increased efficiency, and at the same time will result in doing tardy justice to the faithful old employees who have served the Government so well and so faithfully for so many years.

The present First Assistant Postmaster General, in his annual report for the fiscal year 1914, in dealing with the subject of superannuation, says in part:

The function of the Post Office Department is administrative, not legislative. The law does not provide for pensions, and neither does it provide for permanence of tenure in the civil service. On the contrary, it does specifically provide that incompetent employees shall be removed, and this provision must be held to include all who for any cause are not rendering an adequate quid

pro quo for their salaries. The law does not provide that length of service shall establish any claim on the part of the employee or any obligation on the part of the Government that is not satisfied by the payment of the concurrent salary. If the situation is to be changed, Congress only can do it. \* \* \*

Mr. Chairman, this admonition contained in the report of the First Assistant Postmaster General, that "if the situation is to be changed Congress only can do it," brings us before your body with a fervent appeal for a favorable report on the bill before you and for its final enactment into law. We have witnessed the separation from the service during the past few years of many of our faithful old fellow-employees.

I have no desire to unduly exercise your sympathies in this matter or else I could cite to you many individual cases where the separation from the service of these faithful old servants has brought untold suffering and hardship.

If it were necessary to harrow your feelings with citations of such incidents, we would not have to go beyond the city of Washington. Here in the city post office, located at the seat of government, there were numerous separations from the service of old clerks and carriers, against whom inefficiency was not even proved, but upon whose shoulders there rested years beyond the average that it is given to the ordinary man to survive after years of toil. Right here in Washington some of those separated from the service because of their advanced age were veterans of the Civil War, who were supposed to be protected against such separation by an act of Congress. In two instances recourse was had in an appeal to the courts which was predicated upon the legislation which was supposed to protect a war veteran against any such summary removal. But this appeal did not avail because of legal technicalities.

Mr. Chairman, in this connection, I am familiar with one case, that of one old employee in the Washington City post office, a Mr. Mitchell, by name, who suddenly found his efficiency record reduced overnight to a point where he was automatically separated from the service. For upward of 40 years this man had been going along, discharging his duty in a manner that he had been led to believe was efficient. To-day that man is hale and hearty, out of employment, and there is employed in his place a \$1,200 clerk. In actual practice, it developed that that man was still able to discharge duties of such a nature that they had to put in a \$1,200 clerk to take care of the work that he left.

Mr. Chairman, there is in operation in the Postal Service a regulation which is steadily operating to remove the superannuate from the Postal Service, regardless of the humanitarian instinct of any postmaster who might be disposed to hold him as long as possible. This regulation provides that under no circumstances shall any employee of the Postal Service be granted a leave of absence for more than 150 days in any one calendar year. Many of the old veterans of the service, without any other means of support, and very frequently with responsibilities of family ties which have clung to them to the last, strive valiantly to retain their position. But they find it increasingly more difficult as the years advance and find it necessary to be absent from duty for considerable periods of time to recuperate their waning powers. But when it is their misfortune to find it necessary to exceed the limit of 150 days away

from duty in any one year, they find themselves automatically separated from their position and their meager livelihood. Indeed, this rule limiting leaves of absence to 150 days very frequently operates against the younger employees who have been stricken with an illness of such a serious nature that the period of 150 days is not sufficiently long to allow them to recuperate and return to their duties.

Mr. Chairman, in view of these existing conditions in the Postal Service, I believe that the necessity for the enactment of retirement legislation is of more pressing importance to postal employees than to the employees of any other branch of the Federal civil service.

I am convinced that we must have legislation for the retirement of the superannuates as a necessary complement to our Federal civil service.

I do not think it will be disputed that all economic authorities have agreed that such legislation must be enacted. It is true there are differences of opinion as to the form retirement legislation should take. In every discussion of the subject with which I am familiar, the question of costs to the Government has been brought to the front.

Mr. Chairman, the pending bill is so drafted that it will involve an insignificant cost to the Government while at the same time accomplishing the dual purpose of ridding the service of its superannuates, thereby increasing the efficiency of the service and at the same time insuring the retired employee against absolute want in his old age.

The Hon. Miles M. Dawson, of New York City, one of the country's noted actuaries, has submitted a report on the probable cost to the Government under the operation of the proposed legislation. Mr. Dawson estimates that in the first year of operation the cost will be \$362,250, which he estimates will be equal to about three-tenths of 1 per cent of the total salaries of the employees covered by the pending bill.

I believe this estimate in actual operation of the law will be found to be considerably in excess of the actual cost, because Mr. Dawson in his computations has taken it for granted that the place of every superannuated employee who is retired will be filled, whereas it is well known that it will not be necessary to fill the place of every retired employee, because of the fact that many of these employees who have reached the age of retirement are now being retained in the service for humanitarian reasons, notwithstanding their incapacity to perform the duties in full of a younger employee. I also believe, Mr. Chairman, that the cost during the initial year of operation will not be greatly exceeded in succeeding years. It seems to be reasonable to believe that the death rate among employees retired because of their superannuation due to advanced years, will be so high as to balance the number of employees who each year shall become eligible for retirement to superannuation. In other words, it seems safe to assume that the number of employees who will be retired during the first year of operation of the proposed law will be very much greater, because of the absence of retirement legislation in the past, than will ever be equaled in any succeeding year.

The proposed legislation may well be termed a "rock-bottom bill" from the standpoint of probable cost to the Government. It has the indorsement of our association because we believe that it can be successfully defended against the attacks of the most prejudiced opponent of the idea of a civil pension.

Mr. Chairman, it is true that for a great many years Postmasters General and their assistants, in their annual reports to Congress, have repeatedly directed the attention of the Congress to the necessity for the enactment of legislation to retire the superannuates in the interest of increasing the efficiency of the service. I have here extracts from the report of the Postmasters General and their assistants bearing on this subject, commencing with the year 1909.

Mr. Cantwell, the secretary of the National Association of Letter Carriers, has referred to these and has requested permission to insert them in the record, so it will not be necessary for me to ask permission to do the same.

Mr. Chairman, let me direct the attention of your committee to the persistency with which these reports reiterate that because of the small salaries received by postal employees, and because of the constantly increasing costs of living, they are not able to set aside a sufficient portion of their earnings to provide for their own old age.

The assertion of this fact by the employees themselves might well give you cause to probe further to establish its truth or falsity, but verified as it is by their superior officers, I submit that it should be accepted without further questioning.

Throughout these reports we find the suggestion that the Government should lead the way in establishing a standard in the treatment of its old employees that might well be followed by private employers.

Please note the suggestion in these reports that the cost of providing for the retirement of the superannuates of the Postal Service could be more than met by the use of a portion of the large fund that accrues annually from the lapsed salaries of employees who are absent without pay and where no substitute is employed in the place of the absent employee, which means, of course, that the employees remaining on duty tax their energies just that much more to take up the work of the temporary absentees. Note the suggestion in these reports that another fund is available for this purpose, namely, the fund which each year is turned into the Treasury because of money orders that are issued and that are never presented for payment.

Now, Mr. Chairman, let me direct the attention of your committee to a paper entitled, "The Reward of the Superannuate," composed by the First Assistant Postmaster General, D. C. Roper, and presented to the Senate of the United States on March 4, 1915. In concluding that report, Mr. Roper says:

\* \* \* Superannuation, however, remains a pressing and urgent problem, and a practicable plan for dealing with it effectually should be accepted and advocated.

Such a plan should impose only a small direct burden on the employees and on the Public Treasury. The mutual feature can not seriously be objected to in view of the fact that the Government is a peculiarly permanent institution, with a natural tendency to increase from year to year. It is not necessary that the contributions of each employee be applied directly to his individual retirement. The compulsory contributions of the employees may be made as low as 1 per cent of the monthly salary, which will impose no undue burden on him. The additional cost, if any, might be met by lapsed money-order funds, proceeds of dead-letter sales, supplemented by a small percentage of the postal surplus. This might have the happy effect of stimulating economy and efficiency in the service. Such a law should accord to the Postmaster General broad discretionary power in order that the determination of superannuation might be administrative, and so that the condition of the fund might be considered in approving applications. Able-bodied men of advanced years would thus be retained in the service to the benefit of themselves and of the Government.

Mr. Chairman, let me direct attention to the suggestion in this quotation from Mr. Roper of the implied right of postal employees to be the beneficiaries of these incidental revenues of the Postal Service, such as "lapsed money-order funds" and the proceeds of dead-letter sales. See how closely this follows the line of thought contained in the reports of former heads of the Post Office Department.

Mr. Chairman, in view of the low estimate of cost of operation of the pending bill submitted by the actuary, Mr. Dawson, I submit that Mr. Roper might see his way clear, upon investigation, to submit figures to your committee that would show that the total cost of operation of the pending legislation would be more than met out of the funds accruing from lapsed money orders, proceeds of dead-letter sales, and the fund created by the lapsed salaries of employees absent without pay because of sickness, etc., and in whose places very frequently substitutes are not employed.

I make this point, Mr. Chairman, to develop the thought that in my opinion this bill is so drafted and so closely follows the suggestions of the present heads of the Post Office Department and all other heads of the Post Office Department that it can be put into operation, that it carries the theory of broad discretion vested in the head of the department in determining superannuation, and that it can be put into operation without the necessity of a contribution.

Mr. Chairman, I also direct attention to the fact that the pending legislation does not seek to provide for the retirement of any employee of the Postal Service except for the established reason of superannuation. In this paper the First Assistant Postmaster General, Mr. Roper, suggests that wide discretion should be vested in the Postmaster General in determining the superannuation of an employee, and that suggestion is fully met in the provisions of this pending bill.

You will remember, Mr. Chairman, that when the actuary, Mr. Dawson, was before you yesterday he also developed that line of thought and reasoning. I want briefly to direct attention to the fact that in taking this position and supporting this legislation and asking for its consideration we are striking at the evil of superannuation. However great the need may be for legislation that will provide for the family of an injured employee or to take care of an injured employee—that is, the employee injured in line of duty—however pressing, however great that need may be, we do not believe that this issue before you should be confused. Yesterday Mr. Dawson called your attention to a bill that is pending before the Judiciary Committee, called the McGillicuddy compensation bill. Mr. Dawson went before that committee yesterday afternoon, after he finished here, and I was there present when he made some explanations to the committee, and the subcommittee of the Judiciary Committee has already favorably acted upon the McGillicuddy bill, and it is very likely that the entire committee will shortly do so. This bill provides compensation for all civilian employees of the Government injured in the line of duty. It provides for the payment of 66⅔ per cent of the salary in the event of total disability throughout the life of the employee or throughout the period of disability. In the

event of death resulting the widow is taken care of by the payment of 33½ per cent of the compensation, the compensation in no instance to exceed more than \$100 per month. Provision is also made for the dependent children. I bring this to your attention to answer the thought that was in the minds of so many of those splendid Members of Congress who appeared before you who thought that those provisions, or some similar provisions, should be incorporated in this bill.

Mr. Chairman, it seems to me that there is a preponderance of weighty opinions that the Postal Service, in the interests of efficiency, needs the application of legislation to provide for the retirement of its superannuates. It is not denied that, in the absence of such legislation, humanitarian reasons will prompt postmasters to strain every point rather than to throw the faithful old workers of the service out upon the charity of a cold world. There is also a preponderance of opinions that the postal employees are not sufficiently compensated to enable them to lay aside any savings for their own old age.

In considering this legislation it will be well for the committee to consider the allegations of the lack of thrift on the part of the employees which it is sometimes alleged is responsible for their destitution in their old age. In this connection please to remember that the postal laws and regulations expressly forbid postal employees to engage in gainful pursuits outside of their regular employment. How, then, can the postal employees be charged with the lack of thrift in the face of such regulations?

Mr. Chairman, I suppose that it is known to your committee that our Government is practically the only civilized Government in the world that does not make some provision for pensioning its civil employees. I take it for granted that your committee is fully aware of the fact that in a great many of the States of our Union, and in hundreds of municipalities, laws are in operation that provide for the retirement of the civil-service employees who have given their lives to the discharge of their duties as public servants.

I take it for granted that your committee is aware of the fact that hundreds upon hundreds of private corporations, ranging from the largest to the smallest, have voluntarily established systems for pensioning their faithful, old employees as a reward for their faithful services.

Day after day we are confronted with the evidence that the sentiment in favor of making provision for the declining years of faithful employees, both in private and in public employment, is growing.

We have come to hear the expression that many of the great corporations of the country, employing thousands and thousands of employees, are of the soulless and heartless variety. If we concede this suggestion as to their heartlessness, we must—by the same token—admit that they consider it to be a sound business principle to provide for their employees in old age.

Mr. Chairman, we have heard much about the system of retirement pensions in England. Time and again it has been falsely stated that the system of pensions for employees of the postal service of England are based upon the so-called contributory plan. Because of the persistent statements made in this country by alleged authorities, that the British system of retirement pensions is based upon the



contributory plan, much confusion has been created in the minds of the Congressmen who have given thought to finding a solution of the problem of superannuation in the civil service of our own Government.

I can not state too emphatically that the British civil-service retirement system is not a contributory system. As one of my authorities, I quote Mr. Charles G. Ammon, who is the president of the British Postal Clerks Association. In a very recent article from his pen he makes it very plain that the English system is in no sense a contributory system. In this same article he puts the quietus on the broadly circulated allegation that the operation of the British system of retirement pensions has operated to prevent the enactment of legislation to readjust rates of compensation. On this subject I quote Mr. Ammon as follows:

One argument I met with in America was the probable difficulty that would arise under a properly coordinated pension or retirement system would be the obtaining of any advancement on wages and conditions of service. As a little practical testimony is worth all the theorizing I will content myself by setting out the following facts:

Revisions of pay and conditions of service in the post office have been secured as follows:

**Fawcett revision, 1881-82.**

**Raikes revision, 1888-1891.**

**Tweedmouth revision, 1897-98.**

**Stanley revision, 1905.**

**Parliamentary committee revision, 1908.**

**Holt committee, 1914.**

The cost of the above schemes was about \$12,000,000. In addition there have been a number of sectional revisions and adjustments dating from the year 1894, which have cost an additional \$11,000,000. I trust that in plain fashion I have advanced enough to convince the civil servants of America that the struggle is worth while.

In conclusion, Mr. Chairman, let me say that I think your committee may well consider the bill now before you for consideration as representing nothing more or less than "emergency legislation." It is calculated to bring to a speedy end abuses that are now crying out for adjustment.

It can not be gainsaid that a contented set of employees will prove to be the most efficient in the discharge of their duties. The Griffin bill holds out the hope to the faithful old workers of the Postal Service that they will be taken care of. Its enactment will mean that they will be rid of the terrible burden of anxiety that they take to bed with them every night, that in the morning they may find a letter awaiting them that their days of usefulness are over and that their means of support has been suddenly taken from them.

**THE CHAIRMAN.** Mr. Rogers, you have paid considerable attention to civil service. Has it ever occurred to you that under the civil-service system that we have been operating in this country, with no retirement system for old age, that the average age of the employees in the civil service has been increasing?

**MR. ROGERS.** That the average age is increasing?

**THE CHAIRMAN.** Of employees in the Government service, is increasing.

**MR. ROGERS.** In the absence of a retirement system?

**THE CHAIRMAN.** Yes.

**MR. ROGERS.** Well, I would have to be very careful, Mr. Congressman, in replying to that statement, in the absence of statistical

knowledge, which I do not possess. I believe this, that if it gets to the point that you have in mind, that it is the experience of the Postal Service that what a private employer would term or designate as the "turn-over" is very high in the Postal Service. I believe that it has been stated that the turn-over in the period of seven years in the Postal Service will be as high as 10 per cent, meaning that that number of employees are constantly going out.

**The CHAIRMAN.** Is it not true that the employees that go out are largely younger men who seek other employment?

**Mr. ROGERS.** Absolutely. Another actuary, Mr. Landis, who furnished a very illuminative report on this subject several years ago, submitted figures showing that the men under 10 years of service were constantly seeking opportunities to benefit themselves, and that, as a result, the Government was constantly losing this large percentage of men whom it had taken up to that point and trained in the work which, of its very nature, can only be of benefit to the employee in the civil service, if he remains long enough. The experience that he acquires there is useless in any other walk of life, or in any other employment, because, of necessity, the Postal Service of our country must be monopolistic and must be treated by the Government as such, and that is a satisfactory reason why I think the responsibility rests with the Government, particularly in the case of postal employees, to take care of them, because they have trained them in work which has unfit them for any other work.

**The CHAIRMAN.** Well, take it in the letter-carrier service. Have you noticed whether or not certain postmasters in caring for a carrier 60 years old do not give him quite as hard a route as the carrier 40 years old gets?

**Mr. ROGERS.** Thank God that is true; that is undoubtedly true. Many postmasters, and I am glad to say that they are still in the majority, are constantly trying to ease the burden of some of these older carriers, to make it possible for them to remain in the service.

**The CHAIRMAN.** If it is true that the average age of the employees in the civil service is increasing, does it not seem to you that that in time will lower the efficiency of the service?

**Mr. ROGERS.** I think, Mr. Chairman, that that is conceded by all who are familiar with the situation. I think that all who have advocated the necessity for retirement legislation, not only in the Postal Service but in every branch of the Government, have conceded that. President Taft has acknowledged it in his report, which he submitted at the time that he submitted to Congress the report of the Economy and Efficiency Commission. He called attention to the great loss that the Government was sustaining because of keeping on its pay rolls so many superannuated employees, and yet none of the Cabinet officers—I will not say none, but fortunately the great majority of the Cabinet officers will not take the position of being responsible for separating these old employees from the service, and Congressmen, it must be remembered that our institution of civil service, the classified civil service in this country is of comparatively young date, and each year, as it grows older, the percentage of superannuation, of necessity, is bound to increase, and the necessity for meeting this question.

The CHAIRMAN. Your view, then, is that the necessity for a pension law now is much greater than it was 10 years ago?

Mr. ROGERS. Absolutely, much greater.

The CHAIRMAN. Well, then, if it is greater, it must be because the age of the employees is increasing?

Mr. ROGERS. Absolutely; yes, sir.

Mr. OAKLEY, M. C., of Connecticut. I just want to register as being in favor of this bill. I will not take up your time. I could not add anything to the splendid address I have just listened to, but I came in to register as being in favor of the bill.

**STATEMENT OF HON. JOHN R. FARR, A MEMBER OF CONGRESS  
FROM THE STATE OF PENNSYLVANIA.**

Mr. FARR. Mr. Chairman, I want to express myself as being heartily in favor of this bill, and I trust that the committee will report it favorably. I think it is a just and humane measure, and something that ought to have been in effect a long time ago. There is a strong growing sentiment in favor of legislation of this kind. I have noticed in my own district, while I have always been favorable to the principle involved in this measure, a tendency very strongly in favor of the Government looking after its employees, as the great corporations, separate from the Government, are doing. In the city of Scranton, where I reside, the policemen and firemen are pensioned. I feel, as I said before, that this measure is in the interest of humanity and justice, and I hope that it will be forwarded to the House and that Congress will pass it.

**STATEMENT OF HON. HARRY H. PRATT, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF NEW YORK.**

Mr. PRATT. Mr. Chairman and gentlemen of the committee, I do not wish to take your time. I have listened with a great deal of interest to the address of the preceding speaker, which thoroughly covers the ground in every respect. I appear simply to urge your honorable committee to report this bill. I have had 12 years experience in the Postal Service, 4 as assistant postmaster and 8 as postmaster, and I am a thorough believer in the wisdom of this bill, and in the justice of it, and I think that this Government should not be behind the great industrial corporations of the land which are coming to take note of the necessity of retiring their old, faithful employees.

**STATEMENT OF HON. ROBERT CROSSER, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF OHIO.**

Mr. CROSSER. Mr. Chairman and gentlemen of the committee, I do not want to insist that I know of the technical features that should go into this bill, because that is a part of the committee's work. I do believe that something of this general character should be reported to the House, so that we Members who are interested in these things—and I believe we know something about the conditions

of the Railway Mail Service and the City Delivery Service—may have an opportunity to vote on and discuss the question.

I know a great many of these boys in my town. All of them are high-class men, and men who, it seems to me, would do well in any private work, considering the diligence which they exercise and the good judgment with which they treat the patrons of Uncle Sam. I do not think there is any danger of our doing too much for them. I have often said in speeches before them that my own theory is that the Government should pay these men salary enough so that they can be their own pensioners, and not require them to be placed in a position where, as some people try to claim, they are the objects of charity. There should not be anything of that kind. There should not be an asking for a pension in the true sense of the word. They should be paid something like what their services are really worth. Since we can not do that—and it is apparent we can not; Congress has not yet gotten to that point—I think we should do something that will act as a substitute. It seems to me that this would be a great step in the right direction.

I think that this Government, if it is going to advocate, as is done every day in the House and Senate, fair treatment of the men who must work for a living, should make itself a real model employer. We can not expect private employers to be just and liberal with their employees when we are niggardly. I think, considering the service of a man from one end to the other—from the time he enters the service to the time he quits and gets ready for the grave—he is not getting enough. As I look at it, it is like paying him back salary if we provide some compensation for him upon his retirement by the Postmaster General or someone else.

I do not know that I can add anything to what has already been said. I say that I would prefer that wages be paid to the employee during the whole time he is working which would enable him to get in the long run what he would get from his wages plus a pension. If we can not have that, let us have this substitute.

**STATEMENT OF MR. THOMAS F. FLAHERTY, SECRETARY-TREASURER NATIONAL FEDERATION OF POST-OFFICE CLERKS.**

MR. FLAHERTY. Mr. Chairman and gentlemen of the committee, I am grateful for this opportunity to appear before you and urge this committee take some action relative to the situation that is confronting the superannuated employees of the Postal Service. It is a situation that is most acute, a situation that is not confined to any particular geographical boundary.

My work in organization activities has in the past year taken me to different parts of this country, and I have come in personal contact with the men in the service, and I know from personal observation how acute is the situation.

You will recall that here in Washington, D. C., a short time ago, 22 aged clerks were separated from the service. That was a superannuation problem pure and simple.

A few months later I happened to be in the city of Chicago and came in personal contact with collectors of mail who, by reason of a change in the assignments had to suffer salary reductions of \$100

or \$200. That was another problem of superannuation, pure and simple. Because some one had discovered that the majority of these men doing the collecting work were old men, the idea was conceived that possibly certain economies might be effected by reducing the standard of pay for this particular work.

In San Francisco last October—and I mention this case specifically because it made quite an impression upon me, and it has been making an impression upon others with whom I have discussed it—there came into the headquarters of our organization a clerk who, upon that day, October 15, had completed 50 years of service in the San Francisco post office. He entered the service on October 15, 1865. Just visualize that date, if you can. It was about six months after Grant and Lee had sheathed swords at Appomattox. This man was then in the full vigor of virile manhood. Since that time he has given toward the service upkeep, toward its perfection, its maintenance, his brain, brawn, and nerve force. He has given everything which men in our line of life have to give. It is through his efforts and the efforts of countless thousands like him in offices throughout the country—the efforts of men working behind the scenes, unknown and unhonored—that this service is what it is to-day, possibly the most efficient of any governmental institution performing its varied and multifarious functions with almost invariable accuracy. Old Father Time, as we call him, has affected this man, has dimmed his eyes, has stooped his shoulders, and has turned him from a young man into an old man. After 50 years of actual service he was forced to send in his resignation, and if you will step into the salary-allowance division you will see opposite his name the notation, "Dropped from the rolls without prejudice." That is the reward we have given this particular individual, and his case is by no means an isolated one.

In my report to the last convention of the National Federation of Post Office Clerks I said, under the heading of retirement, that it was a question now of expediency. Whatever form of retirement Congress in its wisdom sees fit to enact into law I think will be satisfactory to most of the civil-service employees.

This bill is sponsored by Mr. Griffin in the House and, I believe, by Mr. Penrose in the Senate. It may not be an entirely ideal measure. I know that there have been some objections voiced. There comes to my mind this possible objection that might arise on the floor of the House: It may include fourth-class postmasters who are now in the civil service. I believe there are some 56,000 of them. For the most part they are men who are well along in years and who might, by being brought within the purview of this act, make it very expensive. I do not know whether the fourth-class postmasters would be classified as employees or whether they would be officials. Aside from that, and in so far as it applies to the Rural Service, the Railway Mail Service, the city carriers, post-office clerks and others in the service, I know that it would bring the desired relief.

I want to incorporate into the record—I will not take the time of the committee to read them—some resolutions adopted at the convention of the American Federation of Labor in San Francisco, Cal., dealing with this question of superannuation.

RESOLUTIONS ON RETIREMENT ADOPTED BY THE CONVENTION OF THE  
AMERICAN FEDERATION OF LABOR, SAN FRANCISCO, CAL., NOVEMBER  
8 TO 22.

Resolution No. 12.—By Delegate Thomas F. Flaherty, of the National Federation of Post Office Clerks:

Whereas the retirement of superannuated civil-service employees upon service annuities is now generally recognized as justifiable from both a humane and a business standpoint; and

Whereas the United States Government is one of the few in the world that makes no provision for the retirement of its aged civil-service workers, resulting in this condition: men are heartlessly dismissed after years of faithful service, or they are retained upon the pay roll when no longer able to render efficient service; and

Whereas the compensation of Government employees is insufficient to permit of adequate savings for voluntary retirement in old age; Therefore be it

*Resolved*, That this thirty-fifth convention of the American Federation of Labor reaffirm the position taken by previous conventions by indorsing the efforts of affiliated civil-service bodies to secure the enactment of a satisfactory retirement law for superannuated Government workers; and be it further

*Resolved*, That the legislative committee of the American Federation of Labor be instructed to assist representatives of affiliated civil-service employees in calling the attention of the Sixty-fourth Congress to the urgent need of this legislation.

Resolution No. 34.—By Delegate Hugo Ernst, of the California State Federation of Labor (introduced by instruction):

Whereas the United States is one of the few civilized countries that has no retirement provision for its superannuated civil-service employees; and

Whereas the absence of retirement legislation is costly to the Government and to the employees; men are either retained beyond their years of usefulness or they are dismissed after giving their life's work to the service: Therefore be it

*Resolved*, By the American Federation of Labor in annual convention assembled, that we indorse the efforts of the Federal civil-service employees to secure the early enactment of an equitable retirement measure; and be it further

*Resolved*, That the executive council is hereby instructed to give all possible aid to affiliated civil-service employees in calling the urgency of this situation confronting aged Government workers to the Sixty-fourth Congress.

I desire also to incorporate in my remarks some observations that I made two years ago before the Committee on Reform in the Civil Service upon this question of retirement:

EXTRACTS FROM HEARINGS BEFORE THE COMMITTEE ON REFORM IN THE CIVIL  
SERVICE, FEBRUARY 20, 1914.

The argument that retirement legislation that we are seeking is class legislation does not, in my opinion, hold good, as far as the postal employees are concerned. If the Government calls into the Postal Service men of a high standard of intelligence, requires of them the strictest kind of discipline in their daily work, their personal habits and general conduct, requires also, in many instances, study and application in learning special work, and fails to give such employees a wage sufficient to provide for old age, it would be inhumane to cast these employees aside when their efficiency falls below an exacting standard. Yet to retain such employees when they are inefficient is not in accordance with the business methods that should prevail in our Government institutions.

There are two solutions of the problem of ridding the service of those who have passed beyond the years of highest efficiency—limited tenure and a retirement or service-annuity system. Limited tenure is not seriously considered by those who have given the question the closest study. Its adoption would be a backward step of the most pronounced type. Capable men would not compete for or accept a Government position with its scant opportunity for promotion and other limitations if its redeeming feature, permanency of place, were

stripped from it by limited tenure. The Government service would therefore not attract men of the right caliber to carry on its work as efficiently as is now being done. Furthermore, limited tenure, making the employees' reappointment, if they were permitted to be reappointed, dependent upon the whim of the political department head, would foster partisan politics in the service.

Service annuity or retirement legislation is the only equitable solution that is fair to the employee and the employer. Let us see if it is fair to the employer, the Government, to single out one class for this legislation that properly and rightfully, in my opinion, to every wage earner who had contributed to the development, progress, and wealth of the Nation, and who in his declining years, through no fault of his own, was in need of monetary aid.

Take the post-office clerk, a distributor in a large office, and examine this question from his viewpoint. This distributor must of necessity devote most of his time to memorizing the ever-changing post-office schemes. To be expert in his Government work this employee must study after office hours to the exclusion of everything else. And the knowledge he is acquiring year after year is valueless to any other employer. This distributor can't sell his knowledge to some competing post office; neither can he establish an office of his own. No; his years of experience and study can not be capitalized. He must sell his knowledge to the Government. The years spent in memorizing post-office schemes, he finds out when too late, have unfitted him for other vocations. Though possessing a bewildering number of facts, he finds these facts are not an asset in the business or commercial world. He is a post-office distributor; he can be nothing else because of that.

Meanwhile he finds his maximum salary of \$1,200 is dwindling under the rapidly soaring cost of necessities. He must live a great distance from his work because post offices in large cities are in the business or commercial districts where rentals are beyond a clerk's income. His time spent in scheme study, his lengthy trip to and from work make his day, even with an eight-hour limit, much longer than that of the average wage earner. If he is a man of family, and if there is sickness in his family, then the lot of this clerk is not an enviable one. And, remember, he is what the clerks term a high-salaried man. If he is a substitute clerk, or if he is but newly appointed, getting \$66 a month, then his predicament is much worse.

A case like this is by no means exceptional. Rather it is typical. Such cases rarely ever attract public attention, however, because there is one thing that must be said of a Government job, it is a good medium for borrowing money.

The Government clerk can get unlimited credit; the various tradesmen are overobliging. This creates the erroneous impression that the clerk, on his princely salary, is able to live in a manner beyond the means of the artisan, whereas, in most instances, he is heavily involved in debt in trying to keep up appearances in his rôle of a representative of the greatest Government on earth.

If the salaries paid to postal employees permit of no saving for old age, if the work exacted of them unfits them for occupation elsewhere, then it is necessary for some system to be evolved to take care of those who have given the best years of their lives to the service, reaching an improvident old age despite the strictest vigilance to economize. This system, in my opinion, should take the form of contributions by the employees, provided a revision of salaries is first effected. The present salaries, in justice to the employees, should not be curtailed in the least.

That the civil-service clerk is a most necessary part of the governmental machinery will be attested to by any departmental chief. The wheels of the great national institution keep turning in much the same fashion regardless of which political party is in the ascendency. An election, with all its noise and clamor, does not disturb but slightly the actual work of the Government. Call it routine, if you will, it is nevertheless an essential, important work. New political officials come into power with a determination to revolutionize the particular branch of the service placed in their control. At the end of a few months, after finding out the excellent, business-like manner in which affairs are conducted, after vainly looking for some real improvement to be made, they cheerfully follow the lead of all predecessors, turn the office over to the civil-service underlings, and confine their official activities to dinner and banquet acceptances or Chautauqua bookings.

Take our Postal Service as an illustration. Postmasters General come and go, each playing his part, but the volume of mail goes on forever. Each one experiences the same feeling: He is amazed at the vastness of the organization;

its perfection; its numerous ramifications; and he is content to let it run on with an occasional tentative suggestion for its improvement.

Congress, too, legislates for the Postal Service, puts a law upon the statute books, and then proceeds to let the civil-service clerks adapt it to the needs of the department and the public. After all, the lowly clerk is not to be too lightly held. He is human; he is a factor that should be considered as necessary in carrying out the wishes of Congress. He is not only the wheels of Government but the heart and brains as well.

It has been truly and aptly said that the Government, in its conduct of the civil service, keeps the front door locked and the rear door wide open. Entrance into the service is difficult. It is only gained by successfully passing the closest scrutiny as to mental qualifications, character, and general fitness. Once in, however, and the applicant is given free rein to escape. He may be signally qualified for an exacting duty, his retention may be desirable from an economic viewpoint, still no particular inducement is made to him to make the service his life's work. He finds the exit wide open. Thus the most efficient material that comes into the service filters through it because outside attractions are greater and more promising. From a business standpoint this is wrong. If Government work requires skilled intelligence, experienced, trained, expert workers, then it is an economic waste not to attract and hold this class of employees. It is a mistaken policy to cheapen the Government service so that it is not a magnet for the best brains of the Nation.

I might add for the information of the committee, although you very probably know it, that this is not an entirely new idea. We have been hammering away for a great many years to secure from Congress some form of legislation to take care of the superannuated employees. I would like also to call the attention of the committee to prior reports from various Postmasters General and First Assistant Postmasters General. Possibly this has been done already.

Mr. BEAKES. Those have already been incorporated, I think.

Mr. FLAHERTY. Then, of course, I shall not burden the record with them. This [indicating] is something that I know was put in the record by Congressman Tague. The British retirement act has been referred to, and I will not touch upon that.

Mr. BEAKES. Can you give us some idea of the nature of that act?

Mr. FLAHERTY. It was originally the contributory plan of retirement. It was established first in 1834. Later, in 1859, I believe, the system was changed to what we call here a straight pension. In 1909, however, the British postal employees insisted that some certain valuation be placed upon their pension, claiming that it operated to reduce wages to some extent, and that it should be given a certain definite, fixed value, separate and distinct from their wages. Under this act of 1909 there came into existence a method whereby a man who was separated from the service, a man who quit the service when he was entitled to retirement benefits, secured in a lump sum a year's salary. The British system, as near as I can recall, contemplated retirement at the age of 60, after 40 years of service. The pension is computed on certain multiples, according to the number of years of service. The longer one is in the service, of course, the larger one's pension.

#### SOME FACTS IN CONNECTION WITH THE BRITISH RETIREMENT ACT.

The act of 1909 amended, in the first instance, that of 1859, that in future pensions should be calculated on eighths instead of sixteenths. As a set-off against this reduction in pension provision was made for the next of kin, and by way of compensation to the officer himself as follows:

Any civil servant who retires after having served for more than two years, owing to infirmity of mind or body, may become entitled to a lump sum equal



to one-thirtieth of the annual salary or emoluments of his office multiplied by the number of completed years of service, provided that such allowance shall in no case exceed one and a half times the amount of such salary and emoluments.

(2) Should any civil servant die after he has served five years or upwards while still employed in the service, a grant equal to the annual salary and emoluments of his office is granted to his legal representative.

(3) In the event of an officer retiring from the service and entitled to retirement benefits he is granted in addition to the ordinary pension allowance a lump sum of not less than the annual salary and emoluments of his office.

Civil servants in the employ of the State prior to the passing of the act of 1909 were allowed the option to remain under that of 1859 or to elect to come under the new provisions. That over 90 per cent immediately chose the latter is the best evidence of its popularity, particularly when it is remembered that from the remaining 10 per cent should be deducted those who were medically disqualified from coming under the new act.

In addition to those in the service prior to 1909 an additional allowance, payable on retirement, of one-half per cent for every completed year of service prior to the passing of the act is granted.

MR. GRIFFIN. Don't you think that many men of 60 years are not superannuated?

MR. FLAHERTY. There are some, Mr. Griffin, but I am inclined to think that a man who entered the service as a young man—and that is the case of most of the men in the Postal Service, as you probably know—is very nearly ready to retire after 25 or 30 years in the service.

MR. GRIFFIN. But, you know of your own personal knowledge that there are many, many men 60 years of age very able to do their work.

MR. FLAHERTY. Yes, sir; that is true. I know that there are many who would resent being called superannuated. On the other hand, I know men who are feeling the hardship of the work and who really would be called and adjudged superannuated by a competent physician at an earlier age than 60. Of course, Mr. Griffin, you realize the difficulty of fixing a hard and set rule, because conditions vary so much. In connection with this idea of superannuation legislation, I might say that a great many men resent it, claiming that it is paternalistic and that the Government is going beyond its functions to attempt it. It is interesting in that connection to recall that it required 100 years of agitation in Great Britain to establish the public-school system because the thought was abroad in the land that they should not tax the property of one man to pay for the education of another man's children.

Less than 100 years ago in the city of Philadelphia, the City of Brotherly Love and the home of the Liberty Bell, some public-spirited citizens called a meeting together to consider the extension, or, rather, the establishment of a free public-school system. They were set upon by the police; they were thrown into jail as undesirable citizens and as anarchists. Yet, last year in this country we appropriated over \$750,000,000, which was raised by general taxation, to spend upon the free public-school system, and the taxpayers were proud of the record. I cite these illustrations merely to show that the trend of thought is toward making things better for everybody in general. The trend of thought is having the State and society take care of those who render to society something of substantial value.

In the year 1911 the State of Illinois established a mothers' pension system. It was the first one in this country. That was just

about five years ago, and yet since then 27 other States have established similar laws. After all, the people are beginning to realize that when a man has devoted his life to a certain industry—and in this instance the postal employees have devoted it toward a governmental industry—that industry owes them something. I have no further general statement to make, but I would be pleased to answer any questions that the committee may have to ask. I realize, of course, that this subject has been thoroughly gone over. You have had a number of witnesses who have fully covered the subject.

In conclusion, I would like to say that I hope the committee, from the mass of testimony which has been submitted here, will evolve some plan whereby these men who have given their all to the perfection and maintenance of the Postal Service will be taken care of and not be subjected to demotion and dismissal.

**Mr. BEAKES.** Do you not entertain the opinion that if the civil-service system is to be retained in this country and the efficiency of the service is to be kept up, that some means must be devised to keep down the average age of the employees of the Government?

**Mr. FLAHERTY.** To keep down the average age?

**Mr. BEAKES.** Yes.

**Mr. FLAHERTY.** I am not quite sure that I understand you, Mr. Beakes.

**Mr. BEAKES.** You have stated that most of the employees in the Postal Service enter the service as young men.

**Mr. FLAHERTY.** Yes, sir; that is true of the Postal Service particularly.

**Mr. BEAKES.** In the States where I have noticed it especially a great many of the employees in the Postal Service are now old men. You do not entertain the opinion that an old man can do the physical labor that a young man can do?

**Mr. FLAHERTY.** No, sir. In fact, it has been estimated that a man 70 years of age performs only three-quarters of the work that a young man performs. The Taft efficiency commission, after a very careful and thorough investigation, came to the conclusion that we are now, through the absence of a retirement act, losing \$1,200,000 annually. Personally, I think the estimate is low. I would place it at \$2,000,000. That is what the taxpayers lose through the absence of legislation such as is contemplated here. We, as taxpayers, must disabuse our minds of the thought that because we are not providing for the retirement of superannuated employees we are not paying for superannuation, because we are, as I have stated, to the extent of \$2,000,000 annually. We are virtually paying that sum now, and in 50 years it will amount to \$100,000,000 unless something is done in the meantime.

**Mr. PAIGE.** Mr. Rogers, what do you say in regard to Mr. Flaherty's statement that this bill may possibly include some 56,000 fourth-class postmasters?

**Mr. ROGERS.** It is my opinion, after a conference with Mr. Dawson, that that may be true. I think they are now classified, and that would be the legal designation. Of course, that was a matter not contemplated in the bill. If the committee fears this, I should say that the insertion of several words excepting the postmasters definitely would be acceptable. As stated before, this national council of post-office officials who have advocated a noncontributory form,

have simply had in mind taking care of the rank and file. If there is any thought that a technical question along that line may arise, I would be glad to have a simple amendment made.

Mr. FLAHERTY. I was afraid that unless an exception were made it might be used as a medium to defeat the entire measure.

Mr. BEAKES. I want to put in the record at this point a resolution adopted by the United States Chamber of Commerce at its meeting in Washington on February 8-10, 1916.

**RESOLUTIONS ADOPTED AT THE FOURTH ANNUAL MEETING, UNITED STATES CHAMBER OF COMMERCE.**

Whereas from time to time during several recent years various committees of Congress and others have made investigations and studies in connection with efficiency in Government service and economy in connection with expenditures, and have uniformly recognized the necessity of some civil-service pension and superannuation plan, which will treat old and faithful employees with fairness, but which, by permitting of their being retired, will give greater incentive and opportunity to younger employees, and greater efficiency and dispatch in the conduct of governmental affairs; and

Whereas a large number of business institutions have already promulgated and keep in effect successful and satisfactory plans for meeting similar problems in their own business, setting an example thereby which the Government and others might well adopt; and

Whereas it is deemed by the delegates in attendance at the annual meeting of the Chamber of Commerce of the United States of America that this subject is one which needs careful attention and businesslike consideration, and one in which the business interests of the country should cooperate with Members of Congress and others interested in securing efficiency and economy in the transaction of Government business: Now therefore be it

*Resolved*, That this annual meeting recommends to the board of directors the establishment of a special committee on pensions, which committee shall consist of — members, and which shall, as expeditiously as possible and during the ensuing year, make a careful study of the present situation representing the need for such civil-service retirement and superannuation pension plans, and the work which has previously been done in this connection, and to prepare a report in such a manner that it may be submitted by referendum to the various members of this organization, in order that business opinion may be ascertained, and in the event that it is favorable some practical assistance may be given toward securing the proper action so that the Government service may be improved in this respect.

**STATEMENT OF MR. JAMES L. COWLES, PRESIDENT OF WORLD POSTAL LEAGUE.**

Mr. COWLES. I want to call attention to one fundamental principle of our Government, and that is that the United States of America is a joint-stock corporation in which every voter has a share and to which, by virtue of his freeman's oath, he is bound to contribute all that is in him to the common good. By virtue of the fact that he is one of the members of this joint-stock corporation he is entitled to an equal share in the common wealth. That is practically the principle which Mr. Lansing laid down in that most wonderful address that he made recently before the Pan-American Scientific Congress, when he said practically that the basis of our Government was one for all and all for one. I think that thing should be thought out and should be remembered, especially in reference to these postal employees who do give all that is in them for the common good. I have met many of them. I have enjoyed most heartily the meeting with them, because I feel that those men, engaged as they are in the

common welfare, do represent that thought. If there are any men who have the right to demand the care of their fellows they are the men.

In that wonderful address our friend spoke of the Government of the United States as a great family. Now, what is the law of family, if it is not this: From each according to his ability and to each according to his need. That is the thought that I want to leave with the people here. I want to see that wonderful service extended, because upon the machinery of transportation and transmission and upon all these men engaged in work under the postal service more than upon anything else does the general economic as well as social and political development of this country depend.

So said the Postal Commission of 1907. That is the thought that I want to leave with you to-day. We are all together here, all bound to help each other. That is decent, that is human; anything less than that is inhuman. Life, after all, is not so much what we get out of the world as what we put in it and what we do in it. When we apply that wonderful principle to the great machinery of transportation and transmission, when we break down the barriers that separate the man from the Nation, then we will have a great scheme of world-wide cooperation under which this old warring earth of ours will become what it should be—a bit of heaven in which everyone of us will be a cooperator, giving to others all that is in him.

My 70 years of life have taught me that every human being I have met is my superior in some line of thought or of action. In other words, each one of us needs the other; each one of us is the supplement or the complement of the other in this old earth of ours—every part of it—by reason of differences of soil and climate. Each one is a complement to the other, fit to help the other. There is no machinery that has ever been devised that has so much in it for the common welfare as this wonderful, wonderful Postal Service.

As I think of it sometimes I remember that it was an American Postmaster General who suggested a United States of the World away back in the days of New England. It was a German Postmaster General that gave to us our flat rate letter post service. I have met these men time and again in my movements over the country, and I have learned to love them and to respect them. The least we can do for them at this time is to pass a bill of this character. I believe that if we can reach a point where we will pay to the least man the highest possible return, sharing with all the common benefits of this whole world, we can bring about such a condition of things that each of us will realize that competition is war and that cooperation is life. It is surely time that this country should take this course.

One word more and I am through. To refrain from using the powers of government for the advancement of the people, said President John Quincy Adams, would be treachery to the most sacred of trusts. I think that it would be treachery to the most sacred of trusts if we failed to at least pass this bill, or a similar bill, at this session of Congress. To do so would bring hope and confidence to these men.

What is it that makes officers of the Army able to do such wonderful work as Goethals did at Panama? It is the fact that they can

give themselves altogether to the common good without fear, without thought of themselves. Fear is one of the most awful things in this world, and by joining together we can abolish fear from this planet. Gentlemen, I thank you.

**STATEMENT OF MR. E. C. YEATS, REPRESENTING THE BROTHERHOOD OF RAILWAY POSTAL CLERKS AND THE NEW YORK & PITTSBURGH ASSOCIATION OF RAILWAY POSTAL CLERKS.**

Mr. YEATS. Mr. Chairman and gentlemen of the committee, I desire to call attention to one thing that I think was probably omitted by Mr. Ryan yesterday. During my 16 years' service, and particularly during the last few years, there has been brought closely and clearly to my attention the necessity for some form of retirement for superannuated employees in the Railway Mail Service. I have in mind several particular instances of old men who are still serving in that capacity and who are reluctant about dropping out of the service, although they know full well that their ability is such that they can not continue to meet the efficiency requirements that the Post Office Department is now laying down and has been laying down in the past two years.

One particular fact that stands out clearly in my mind is that the men in the Railway Mail Service do not have a parallel opportunity with the post-office clerks and the letter carriers. In the Railway Mail Service the runs are usually arranged on long heavy lines, and in many instances they aggregate from 15 to 18 hours of consecutive work. In some instances, I believe, they are even greater than that.

A case which I have particularly in mind is that of a clerk in charge who is now in his sixty-fifth year. After 38 years of faithful and efficient service he is obliged either to drop out entirely and live on his savings which he has accumulated or to take a reduction and go on some side line. A very natural spirit of pride causes this clerk to feel very keenly his present condition, after so many years of service, and after having come up from a pioneer in the Railway Mail Service to the position of clerk in charge of one of the trunk-line services. This particular individual feels his position keenly and is particularly anxious that some legislation be placed upon the statute books at this time that will give him a fair amount of money for maintenance.

I desire to call especial attention to the fact that in this branch of the service it is not possible to take a position of a less important class or kind. It is necessary, as I say, for this man to keep his work up as he has done in the past 10 or 20 years. The nature of the work in the Railway Mail Service is such that an unusually large part of the work is done at night. A railway postal clerk can not go to work at reasonable hours during the day and terminate his work after certain reasonable hours and get his night's rest. His rest is entirely disarranged, and that, of course, works a great hardship upon the men, especially the older ones.

I do not know that I can add anything further to what has already been said. Evidence of great value has been submitted, and it is not my intention to burden the record with anything further. I desired only to impress some of these facts upon the committee. I thank you, gentlemen.

**STATEMENT OF MR. JOHN J. DEVINY, NATIONAL SECRETARY,  
NATIONAL ASSOCIATION OF CIVIL-SERVICE EMPLOYEES.**

Mr. DEVINY. We have an association with 280 branches throughout the entire United States, and one of the purposes of our association is to secure the enactment of some legislation that will solve the old-age problem in the civil service. In keeping with that idea I am here this morning to heartily indorse the principle involved in this bill. I am sure that the results will be gratifying both to the employees in the Postal Service and to the taxpayers of the country. The bill is really in the interest of efficiency, and real efficiency means real economy.

One of the bad features of the present civil-service system is the fact that a large number of the more efficient employees use Government work only as a stepping-stone to something better. They enter the Government service, but have no incentive to remain, because of the lack of opportunity for increased pay, promotion, and so on, and the lack of salary that will permit them to provide for old age. The result is that a large number of employees in the Government service are resigning to enter more lucrative and more promising positions outside.

It is estimated that during a recent eight-year period there were some 80,000 separations from the service. Most of those separations were due to the resignations of young men.

The principle of this bill has been indorsed by at least 11 State legislatures, by hundreds of city councils, chambers of commerce, and civic organizations of all kinds in all parts of the United States. I am sure that its passage by Congress will meet with the hearty approval of the rank and file of the people of the country. There is need for legislation of this kind; there is need for it in all branches of the Government service, but especially in the Postal Service.

I am reminded of an incident that occurred in the Bureau of Engraving and Printing, where I am employed. We had an old plate printer over there who had worked for the Government for over 50 years. He had devoted his skill and talent to the printing of the currency of the country and to the development of that high art in which we have attained such perfection in the production of the securities of this Government. After 52 years of service, worn out in body, his hands turned in and gnarled and knotted with rheumatism and old age, he was compelled to give up his position. At the end of 52 years of faithful and efficient service all that he received was a letter of commendation from the Director of the Bureau of Engraving and Printing.

I am sure that this legislation is humane; it is just and it is necessary. There is one point I wanted to make in connection with the matter of resignations. I think that the establishment of such a system as this will inure to the advantage of the Government in decreasing the number of resignations to which I referred.

The English civil service is probably the most efficient in all the world, and for some considerable length of time they have had in operation a retirement system. They say there are few resignations in the English civil service, for the reason that most English Government employees take up Government work as a career, and the result is that the Government itself derives the benefit of the most

efficient, the most loyal, and the most patriotic service that citizens can render.

I wish to say that I take particular pleasure in indorsing this bill, and I sincerely hope that it will be acted upon favorably by this committee.

Mr. BEAKES. You have a branch of your organization in Detroit?

Mr. DEVINY. Yes, sir.

Mr. BEAKES. I noticed in some newspaper of Detroit a statement that during last year about 60 per cent of the civil-service employees there had resigned. Do you know anything about that?

Mr. DEVINY. No, sir: I do not know anything about that, but I would not be surprised at all.

Mr. BEAKES. It occurred to me that there would probably be a larger number of resignations proportionately in Detroit on account of the automobile industry there.

Mr. DEVINY. Yes; that is probably true; and that applies particularly to Detroit because of the Ford establishment and other firms, where, I am told, conditions are as near ideal as it is possible to make them. Opportunities outside of the Government service are also more attractive than those within the service. I know from my residence in Washington that a large number of young men are constantly leaving the service to accept better positions on the outside.

Mr. GRIFFIN. What would you say is the percentage of resignations?

Mr. DEVINY. There were 80,000 separations during the eight-year period to which I have referred. There are approximately 400,000 civil-service employees. I understand that the greater proportion of separations during the eight-year period was through the resignation course. So you can see that the percentage is quite large. I know that in my own bureau, the Bureau of Engraving and Printing, a large number of the young men are qualifying themselves for better positions by going to night school and in other ways preparing themselves.

Mr. GRIFFIN. Mr. Chairman, I desire to incorporate in the hearing a letter of invitation sent by me to First Assistant Postmaster General Roper, requesting him to appear at the hearing and submit any views that he may have upon the pending bill, and his answer thereto. I request also that pages 13 to 15, inclusive, of Postmaster General Roper's article on the rewards of the superannuated be printed.

Mr. BEAKES. That article is a Senate document, is it not?

Mr. GRIFFIN. Yes; it is a Senate document. It has been published as a Senate document, and was printed for the use of the Committee on Post Offices and Post Roads in the Sixty-third Congress, third session.

HON. DANIEL C. ROPER,

APRIL 4, 1916.

*First Assistant Postmaster General, Washington, D. C.*

MY DEAR GENERAL: Inclosed herewith is copy of H. R. 6915, known as the indefinite leave of absence bill.

The subcommittee having this bill in charge will have a meeting on Friday, April 7, 1916, at 10 a. m., to listen to arguments in favor of this measure. I will appreciate it if you can furnish me with any statistical data showing the number of employees 60 years of age or more who have served for a period in excess of 25 years. If you have any views to submit on this bill the committee will be pleased to have you attend the meeting on Friday morning to express them, or you can submit a statement in writing if you prefer. With best wishes, I am,

Faithfully, yours,

DANIEL J. GRIFFIN.

POST OFFICE DEPARTMENT,  
FIRST ASSISTANT POSTMASTER GENERAL.

Washington, April 6, 1916.

HON. DANIEL J. GRIFFIN,  
*House of Representatives.*

MY DEAR MR. GRIFFIN: In reply to your letter of the 4th instant with regard to H. R. 6915 (copy of which was not inclosed), I wish to invite your attention to pages 3388 to 3397, inclusive, of the Congressional Record for February 22, 1916, which gives a list of the letter carriers according to grades, age, and length of service. The attached pamphlet, pages 13-15, gives all the information available at the department with regard to the clerks in post offices. While the number of years in the service is not given in the case of clerks, it is safe to assume that practically all of them have been in the service for as long as 20 years.

Attention is called to the fact that these tables carry only the statistics of employees in the field service of the bureau of the First Assistant, and do not include the Railway Mail Service or the rural carriers.

Sincerely, yours,

DANIEL C. ROPER,  
*First Assistant Postmaster General.*

*Age and salary of all assistant postmasters over 60 years of age at first and second class post offices, Sept. 24, 1914.*

ASSISTANT POSTMASTERS.

Salaries.	Age in years.																			Total, all ages.	
	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78		79
\$800.....			1	1																	2
\$900.....	1	2	2				1										1			1	8
\$1,000.....	2	1	2	1	1			1	1	1											10
\$1,100.....	1	2	1			1		1	1	1			2								10
\$1,200.....	1	1	1	1	1	1	2	1	1	1											10
\$1,300.....	4	2	3	1	1	2			1	1			1	1					1		18
\$1,400.....	1	2		1	1		1														6
\$1,500.....		1	1		2	3	2		1	1		1	1	1							13
\$1,600.....	3	1		1	2				1	1		2	1			1					13
\$1,700.....		1	1	2			1	1	1			2	1								10
\$1,800.....							1	1	1	1						1					5
\$1,900.....					1						1				1						3
\$2,500.....		1																			1
\$3,000.....	1	2	1							1		1	1								7
\$4,000.....							1	1													2
Total..	14	16	13	8	9	7	9	6	7	7	1	6	7	2	1	1	2	....	1	1	118

*Age and salary of all clerks over 60 years of age at first and second class post offices Sept. 24, 1914.*

Salaries.	Age in years.														
	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74
\$800.....	1	—	—	1	1	—	—	—	—	3	2	3	—	—	—
\$900.....	2	2	—	2	3	3	—	—	2	2	2	2	2	3	3
\$1,000.....	5	2	6	5	4	2	3	3	2	4	3	1	2	3	1
\$1,100.....	5	13	8	10	14	6	6	12	12	9	13	8	5	4	—
\$1,200.....	52	56	32	42	35	31	31	39	38	30	23	21	42	20	11
\$1,300.....	16	9	16	8	10	8	4	6	3	5	2	2	4	1	1
\$1,400.....	13	8	6	8	5	6	7	5	2	2	2	—	1	1	2
\$1,500.....	4	5	1	5	5	3	2	1	4	1	1	2	1	3	—
\$1,600.....	4	3	3	1	3	1	1	2	—	4	1	—	—	—	2
\$1,700.....	1	1	1	2	2	2	1	3	—	1	—	1	—	—	—
\$1,800.....	1	—	3	1	1	1	1	1	2	—	—	2	—	—	—
\$2,000.....	1	1	2	3	1	1	1	2	1	3	2	—	—	—	—
\$2,100.....	—	—	—	—	1	—	—	1	—	—	1	—	—	—	—
\$2,200.....	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
\$2,400.....	—	1	1	1	1	—	1	—	—	1	1	—	—	1	—
\$2,600.....	—	2	—	—	—	—	—	1	—	—	—	—	—	—	—
\$2,700.....	1	—	—	1	1	—	—	—	—	1	—	—	1	—	—
\$3,000.....	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
\$3,200.....	1	—	1	—	—	—	1	—	—	—	—	1	—	—	—
Total.....	107	106	80	90	87	63	59	75	67	64	52	45	58	36	23



*Age and salary of all clerks over 60 years of age at first and second class post offices Sept. 24, 1914—Continued.*

Salaries.	Age in years.														Total all ages
	75	76	77	78	79	80	81	82	83	84	85	86	87		
\$800.....	.....	.....	1	.....	2	1	.....	.....	.....	.....	.....	.....	.....	15	
\$900.....	.....	1	1	.....	.....	2	.....	.....	1	1	.....	.....	.....	33	
\$1,000.....	3	.....	.....	2	.....	.....	.....	1	.....	.....	.....	.....	.....	52	
\$1,100.....	4	2	1	.....	1	.....	.....	2	.....	2	.....	.....	.....	140	
\$1,200.....	10	8	8	4	3	.....	2	3	.....	.....	1	.....	2	544	
\$1,300.....	1	1	.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	99	
\$1,400.....	1	1	1	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	72	
\$1,500.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	38	
\$1,600.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	26	
\$1,700.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	18	
\$1,800.....	1	1	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	14	
\$2,000.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	.....	.....	.....	200	
\$2,100.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	
\$2,200.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	
\$2,400.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	8	
\$2,600.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	
\$2,700.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5	
\$3,000.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	
\$3,200.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	4	
Total.....	20	14	12	7	7	6	3	8	1	3	1	.....	2	1,095	

*Age and salary of all city letter carriers over 60 years of age at first and second class post offices, Sept. 24, 1914.*

Salaries.	Ages in years.															
	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75
\$800.....					1					1						
\$900.....					1	1		2	1						1	
\$1,000.....					1				3							
\$1,100.....	20	11	12	14	3	1	1	7	10	5	5	7	9	9	3	2
\$1,200.....	128	137	96	87	72	58	53	55	52	46	47	31	24	13	18	14
Total.....	146	148	108	101	77	60	54	65	63	55	52	38	33	22	22	16

Salaries.	Ages in years.														Total, all ages.
	76	77	78	79	80	81	82	83	84	85	86	87	88	89	
\$800.....															2
\$900.....															2
\$1,000.....															8
\$1,100.....	3	2	2	1	1		1								129
\$1,200.....	6	7	1	2	1									1	947
Total.....	9	9	3	3	2		1							1	1,088

*Age and salary of all post-office laborers over 60 years of age at first and second class post offices, Sept. 24, 1914.*

## LABORERS.

Salaries.	Age in years.														
	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74
\$720.....	4	1	5	2	...	3	5	8	7	12	10	7	2	3	6
\$840.....	11	14	9	5	10	7	8	9	10	4	5	2	4	2	4
Total.....	15	15	14	7	10	10	13	17	17	16	15	9	6	5	10

100 INDEFINITE LEAVES OF ABSENCE IN POSTAL SERVICE.

*Age and salary of all post-office laborers over 60 years of age at first and second class post offices Sept. 24, 1914—Continued.*

Salaries.	Age in years.													Total all ages.
	75	76	77	78	79	80	81	82	83	84	85	86	87	
\$720.....	2	8	3	.....	1	.....	2	1	.....	.....	.....	.....	1	93
\$840.....	3	3	2	.....	.....	.....	.....	1	.....	.....	1	.....	.....	114
Total.....	5	11	5	.....	1	.....	2	2	.....	.....	1	.....	1	207

*Showing by 5-year periods the number of employees in first and second class post offices over 60 years of age Sept. 24, 1914. \**

	Assistant post- masters.	Clerks.	Laborers.	Carriers.	Total.
60 to 64 years.....	60	469	61	580	1,170
65 to 69 years.....	36	328	73	297	734
70 to 74 years.....	17	214	45	167	443
75 to 79 years.....	5	60	22	40	127
80 to 84 years.....	.....	21	4	3	28
85 and over.....	.....	3	2	1	6
Total.....	118	1,095	207	1,088	2,508

Mr. BEAKES. I am going to insert in the record a communication from the Bronx Board of Trade of the City of New York; also a letter from the City Commission of Jackson, Mich; also a letter from the president of the Bronx County Civic League; also a communication from the Daughters of Michigan, New York City; a letter from the Postal Employees of Adrian, Mich.; telegrams from Battle Creek, Mich.; from the Ministerial Association; from the Brotherhood of Railroad Conductors, Brotherhood of Locomotive Firemen and Engineers, and the Brotherhood of Railway Trainmen; also telegrams from postal associations.

Mr. Ferris, of Oklahoma, has introduced a couple of telegrams from postal associations, which will be incorporated in the record.

I am in receipt of a telegram from Congressman Loud, of Michigan, urging favorable report of the Griffin bill. This telegram will be inserted in the record.

(Letters and telegrams follow:)

THE BRONX BOARD OF TRADE,  
New York, April 4, 1916.

HON. SAMUEL W. BEAKES,  
Committee on the Post Office and Post Roads,  
House of Representatives.

DEAR SIR: At the regular meeting of the Bronx Board of Trade, held on March 22, H. R. 6915, granting indefinite leaves of absence to superannuated employees of the Postal Service, was approved. We would earnestly request that you use your best endeavors to have this bill passed.

Thanking you in advance for your support of this measure, I am,

Yours, very truly,

CHAS. E. REID, *Secretary.*

JACKSON, MICH., April 4, 1916.

HON. SAMUEL W. BEAKES, M. C.,  
Washington, D. C.

DEAR SIR: *Resolved*, That the city commission of Jackson, Mich., favor the passage by Congress of a bill providing for pensions for Federal employes if incapacitated by old age or disability after 25 years of service; and be it further

*Resolved*, That a copy of these resolutions be sent to each of the United States Senators and Representatives in Congress from the State of Michigan.

[SEAL.]

C. H. VEDDER, *City Clerk*.

BRONX COUNTY CIVIC LEAGUE,  
*April 4, 1916.*

HON. SAMUEL W. BEAKES,  
*Member of Congress, Washington, D. C.*

HONORABLE AND DEAR SIR: Our organization, composed of voters representing all walks in life, are interested in a bill granting indefinite leaves of absence to superannuated employees of the postal service, H. R. 6915.

We earnestly request that you appear at the hearing on said bill, which is to be held on April 7 before a subcommittee on Post Offices and Post Roads, and use your good offices to assist in having this bill reported favorably by said committee; later do all in your power to have said bill passed by the Sixty-fourth Congress, of which you are an honored Member.

Yours, very truly,

JOHN J. F. McLAUGHLIN, *President*.

DAUGHTERS OF MICHIGAN IN NEW YORK,  
*April 5, 1916.*

HON. SAMUEL W. BEAKES,  
*House of Representatives, Washington, D. C.:*

I would be pleased if you will act favorably upon House bill 6915, which has a hearing before you on Friday, April 7. Certainly all right-thinking people will indorse this very just measure.

Yours, for betterment along all lines,

NELLIE B. VAN SLINGERLAND.

(President Daughters of Michigan in New York; Betterment League; America First Society; New York County Woman Suffrage Association (Inc.), 162 Madison Avenue, New York City.)

UNITED STATES POST OFFICE,  
*Adrian, Mich., April 4, 1916.*

HON. SAMUEL W. BEAKES,  
*Member of Congress for Second District, Washington, D. C.*

DEAR FRIEND BEAKES: I am instructed by all of the employees of this office, who are affected by the retirement bill now before Congress, to ask you to use all honorable means to bring about the passage of the same.

Hoping that you will give this matter your just consideration. I am, sincerely,  
Yours,

MARTIN H. O'LEARY,  
*President of Local Branch, No. 252, U. N. A. P. O. C.*

[Telegram.]

BATTLE CREEK, MICH., *April 6, 1916.*

HON. SAMUEL W. BEAKES,  
*Washington, D. C.:*

The ministers of this city are strongly in favor of the Penrose-Griffin indefinite leave of absence for postal employees. We respectfully urge your valuable assistance.

ROBERT L. WEBB,  
*President.*

GEO. C. TENNY,  
*Secretary Ministerial Association.*

[Telegram.]

BATTLE CREEK, MICH., April 6, 1916.

HON. SAMUEL W. BEAKES,  
*Washington, D. C.:*

The Penrose-Griffin indefinite leave of absence has the cordial support of our organization and we as a body have gone on record as favoring this legislation. Your very influential support will meet with our approval. Thank you.

A. B. BISHOP,  
*President.*

M. H. CHADWICK,  
*Secretary Brotherhood of Railway Conductors.*

[Telegram.]

BATTLE CREEK, MICH., April 6, 1916.

HON. SAMUEL W. BEAKES,  
*Washington, D. C.:*

Our organization is strongly in favor of the Penrose-Griffin indefinite leave of absence for postal employees. As a Representative of our good State, we solicit your influential assistance.

E. V. PRICE,  
*President.*

C. N. KELLEY,  
*Secretary Brotherhood of Locomotive Firemen and Engineers.*

[Telegram.]

BATTLE CREEK, MICH., April 6, 1916.

HON. SAMUEL W. BEAKES,  
*Washington, D. C.*

The Penrose-Griffin indefinite leave of absence has the strong support of our organization. Resolutions indorsing this measure have been indorsed, and we believe the measure is just. We solicit your powerful influence as a member of the subcommittee.

L. S. BLEVINS,  
*Secretary Brotherhood of Railway Trainmen.*

[Telegram.]

NORTH VERNON, IND., April 6, 1916.

Representative SAMUEL W. BEAKES,  
*Washington, D. C.*

Fourteen civil-service employees of North Vernon post office opposed to non-contributory pension plan and favor contributory plan.

V. E. HUDSON.

[Telegram.]

DETROIT, MICH., April 4, 1916.

HON. SAMUEL W. BEAKES,  
*Capitol Building, Washington, D. C.:*

Members of Branch 16 United National Association of Post Office Clerks knowing that you favor retirement urgently request that you appear before Post Office Committee, Friday, April 7, at hearing on Griffin bill, H. R. 6915, and urge a favorable report on same.

GEO. H. RONALD, *Secretary.*  
GEO. ZEAGLER, *President.*

[Telegram.]

KALAMAZOO, MICH., April 4, 1916.

HON. SAMUEL W. BEAKES,  
*House of Representatives, Washington, D. C.:*

We are of the opinion that your subcommittee rendering a favorable report upon the Griffin indefinite leave of absence bill (H. R. 6915), after the hearing on April 7, will place your civil-service constituents under deep obligations.

EARL J. BROWN,  
*Secretary Kalamazoo Branch 246,  
National Association of Letter Carriers.*

[Telegram.]

PETOSKEY, MICH., April 5, 1916.

Congressman SAMUEL W. BEAKES,  
*Washington, D. C.:*

Kindly attend hearing of bill H. R. 6915, Friday, 7th instant, and request House Post Office Committee to make favorable report.

S. T. Q. H. WILLIAMS BRANCH 1110, U. N. A. P. O. C.

[Telegram.]

CALUMET, MICH., April 5, 1916.

HON. SAMUEL BEAKES,  
*House Building, Washington, D. C.:*

All postal employees of Houghton County, backed by unanimous public sentiment, request your earnest consideration and favorable vote on indefinite leave of absence, or Griffin bill, at hearing, Friday, April 7, and help remedy some of the existing deplorable conditions under which some of our employees labor.

ALBERT W. BRAY,  
*Secretary.*

[Telegram.]

DETROIT, MICH., April 4, 1916.

HON. SAMUEL W. BEAKES,  
*Member of Congress, Washington, D. C.:*

Members of Detroit Branch, National Association of Civil Service Employees, feel highly elated over your appointment on subcommittee having in charge the Griffin bill (H. R. 6915), on which there is to be a hearing Friday, April 7, knowing that you will do everything in your power to influence a favorable report on same.

R. J. GALLAGHER, *President.*  
WM. R. LATHAM, *Secretary.*

[Telegram.]

BATTLE CREEK, MICH., April 6, 1916.

HON. S. W. BEAKES, *Washington, D. C.:*

Your influence in behalf of the Penrose-Griffin bill will be appreciated most sincerely by the employees of this office.

G. W. PIPER, *President.*  
F. B. PAYNE, *Secretary.*

(And 28 other clerks.)

[Telegram.]

BATTLE CREEK, MICH., April 6, 1916.

HON. S. W. BEAKES, *Washington, D. C.:*

We hope for your cooperation on the Penrose-Griffin bill and assure you of our sincere appreciation for your valued and influential assistance.

C. L. BIRD,  
*President Letter Carriers' Association.*

(And 30 other Battle Creek letter carriers.)

[Telegram.]

CHICKASHA, OKLA., April 4, 1916.

HON. SCOTT FERRIS,  
Member Congress, Washington, D. C.:

A hearing before the Post Office Committee of the House April 7 on H. R. 6915. The employees of the office urge you to say a word in favor of the bill. Thanking you for all favors, we are,

W. H. LABON,  
For Clerks and Carriers.

[Telegram.]

LAWTON, OKLA., April 5, 1916.

SCOTT FERRIS, Washington, D. C.

DEAR SCOTT: We, the undersigned post-office employees of the Lawton office, sincerely urge you to be present at the hearing on the Griffin bill—H. R. 6915—and speak a word in favor of the bill.

Sincerely,

GORDON, STEWART, HUET, TIMMONS,  
RICE, GROUND, BAKER, LEEDOM, LIT-  
TELL, WOODHOUSE, CARLIN, WYATT,  
BROOKS, KLUCK, POKORNY No. 1,  
SCHRAM.

**STATEMENT OF HON. JOHN J. FITZGERALD, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF NEW YORK.**

MR. FITZGERALD. I am heartily in favor of H. R. 6915, known as the Griffin bill. Its purpose is twofold, to increase the efficiency of the Postal Service and to provide for superannuated employees.

The tendency of this age is to provide for persons who have grown old in certain employments, and after years of faithful service are unable longer because of incapacity due to natural causes longer to render efficient service.

It is inhuman to turn such men adrift. To do so leaves them a burden upon those already sufficiently embarrassed, or else makes them a charge upon the community.

To retain them in active service renders the service less efficient than it would be if competent persons were discharging the duties to be performed.

The proposed legislation is not a universal pension scheme. It does not permit capable men to retire and enjoy the bounty of the Government.

On the contrary, it accomplishes a purpose of pronounced value to the service, while making modest provision for those whose energies and efforts were given in the interest of the service.

The bill has the approval of the Post Office Department; it is commended by the postal employees, and it merits the support of Congress. I sincerely trust that it will receive favorable consideration in this committee, and eventually be enacted into law.

**STATEMENT OF HON. THOMAS GALLAGHER, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF ILLINOIS.**

MR. GALLAGHER. I appear here to-day to register my approval of H. R. 6915, introduced by Representative Griffin, of New York, and I believe it to be a very important and worthy measure. I have read this bill carefully and realize that its purpose is for granting indefinite leaves of absence to the superannuated employees of the

Postal Service. I also understand that the Griffin bill has had the indorsement of the National Association of Letter Carriers, United National Association of Post Office Clerks, Railway Mail Association, National Rural Letter Carriers Association, and the great majority of all the other postal employees.

My experience in public life has long since caused me to recognize the fact that superannuation is an evil, particularly so in the Postal Service, which positively needs to be remedied. I was for many years a member of the Board of Education of Chicago, Ill., before which the question of superannuated teachers often came. I think we have a teaching force of about 7,000 teachers in the Chicago schools, and finally a pension law was passed by the legislature of the State making a provision for the retirement of these teachers who had grown gray in the service that met with the approval of the united teaching force of the city as well as the public, and it was considered a great improvement and it worked for the betterment of our schools. Just as it developed that this was for the general betterment of the schools so will the enactment of this bill into a law be for the betterment of the Postal Service of our country, as well as doing justice to our reliable, honorable, and worthy employees, many of whom are hanging on from day to day awaiting the word that Congress has seen fit to enact this much-needed law.

I am very glad to learn from the report of Mr. Miles Dawson, who submitted a statement of his findings to the committee, that he figures, and he is an experienced actuary, that it will only require an appropriation in the neighborhood of \$360,000 to put this law in effect the first year. I am sure that the Government will save much more than this amount through the infusion of new blood into the service, the new employee will not be nearly as costly to the Government at the start nor will they require as many to fill the places of those retired, and the difference in salary will make up in a great measure the amount annually required for this purpose by the passage of this bill.

I am further satisfied that such a law will prove helpful and beneficial to all concerned, through a conversation I had with Mr. Frank Rogers, president of the United National Association of Post Office Clerks, and Mr. Edward J. Cantwell, of the National Association of Letter Carriers, who has shown great interest in this matter to my personal knowledge ever since the bill was introduced in Congress.

It is a well-known fact that I have never missed an opportunity to raise my voice in behalf of legislation of this character, and I hope that the subcommittee will make a favorable report on this bill to the general committee, and that they will in turn report this bill to the House and recommend its passage; then this much-needed and beneficial legislation will prove its worth not only to the Postal Service but to the great business interests of the country as well.

I wish to thank the committee for the opportunity offered me to say these few words.

#### **STATEMENT OF HON. N. E. MATTHEWS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO.**

Mr. MATTHEWS. Referring to H. R. 6915, by Mr. Griffin, granting indefinite leave of absence to superannuated employees of the Postal Service.

After giving due consideration to the bill I am convinced that this bill or one along similar lines should be passed as a matter of economy on the part of the Government. Perhaps it would not be economy just at the present time, but there is no question but as the years go by and employees of the Government, especially of this branch, become old and incapacitated through long and faithful service, it is for the best interests of the Government and only justice to the employees to have them retired, and in doing so it is not more than right that a pension or pay, sufficient for them to live comfortably, should be granted them the remainder of their lives.

It has not been so very many years since the Rural Free Delivery branch of the Postal Service was introduced and put into effect, and I presume that the conditions are as favorable in my congressional district as in any other part of the United States for the operation of this branch of the service. I have had occasion during the past 10 or 12 years to come in touch very frequently with Rural Free Delivery carriers as well as the city carriers. I have watched with a great deal of interest the growth and development of this service, and I have noted that the employees have been faithful and, as a rule, efficient in rendering good service and very much interested in the upbuilding of the Rural Free Delivery Service.

These employees of the Government work under conditions that require them to be out in the discharge of their duties in all kinds of weather, and, as a rule, they do not hesitate to see that the mails are delivered promptly upon all occasions, no matter what the weather may be.

I know that in several instances in my district men have entered the service as comparatively young men and have served up to the present time for 12 or 14 years, with the result that they have been rendered practically unfit for any other kind of business; have lost touch, in fact, with everything else excepting the work they are engaged in and have devoted the best part of their lives thereto.

Practically all the greater corporations are providing for the retirement of their employees and granting them pensions, and it seems to me that it is altogether proper and fit for the Government to do likewise, and thereby make the service attractive and worth while to young men of ability. I am quite sure this would result in a greatly improved service, thereby benefiting the great rural communities of the country.

I sincerely hope you may see your way clear to report this bill, or one along similar lines, favorably.

**STATEMENT OF HON. HENRY BRUCKNER, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF NEW YORK.**

Mr. BRUCKNER. Mr. Chairman, I am taking a very active interest in this movement for the pensioning or the retirement of postal employees as proposed by the Griffin bill, H. R. 6915. My mail is flooded with letters and resolutions from representative business men, social and civic clubs, fraternal organizations, and thousands of citizens urging me to exert every effort toward the enactment into law of this very just measure for the relief of the most efficient and hard-working reliable class of Government servants.



This bill provides for leaves of absence to superannuated employees of the Postal Service, with an allowance of \$600 per annum to be paid monthly, thereby relieving those who have become incapacitated through old age and place them beyond want.

There is a rule in operation in the Post Office Department which has been in existence for many years, to the effect that when an employee has been absent from duty, due to sickness, for 150 days in any one year, the department requests his resignation irrespective of his 30, 40, or 50 years of faithful service, giving him no compensation whatever. The passage of the Griffin bill will end this gross injustice to our old men and will prove an incentive for the younger clerks to render good and efficient service to the public and the Government.

More than a thousand post-office employees residing in the Bronx Borough—New York City—will be benefited by this measure if the bill becomes a law. It is maintained that heretofore the main objection to the adoption of a pension plan of this kind was the cost of the system, but it is claimed that the "indefinite leave of absence plan," as set out in this bill, would reduce the cost to a minimum. The figures of a noted actuary show that the cost would not exceed \$362,500 in the first year of its operation. This is, indeed, a very small amount when it is considered that it will provide a pension of \$500 a year to the superannuated employees of the Postal Service, representing three-tenths of 1 per cent of the total salary list of this service.

The United States Government is the only one among the civilized nations of the world that does not provide for the retirement of its superannuated civil employees under some plan for a pension. The so-called "soulless corporations" and many railroads have created pension systems for their aged employees; hence I do not see why this great Government of ours should not follow the good example.

One of the strongest resolutions for the bill was passed at a meeting of the Democratic county committee of the Bronx, State of New York, urging upon all Members of Congress the necessity of enacting it into law. Copies of this resolution were forwarded to the four Members of Congress representing districts located in that county and copies were sent to the press so that the sentiment of the voters represented by this committee be made known to the public.

Preparedness seems to me to be one of the dominant topics of the day, and, Mr. Chairman, let me say that we can not prepare better than to begin to take care of our old and faithful postal employees, which I trust you will do in favorably reporting such a measure as will fill this long-felt want.

I am for the bill and will vote and do anything that I think will promote its passage.

Thank you for the courtesy extended me to address the committee.

**STATEMENT OF HON. GEORGE HOLDEN TINKHAM, MEMBER OF CONGRESS FROM THE STATE OF MASSACHUSETTS.**

Mr. TINKHAM. Mr. Chairman, I desire to record myself as being absolutely in favor of a suitable form of retirement for all postal employees of the United States Government.

The letter carriers, post-office clerks, and railway mail clerks of this country are, as a class, respectable, faithful, and efficient public servants. Through the snows of winter and under the burning heat of summer the carriers travel their routes, while the post-office and railway-mail clerks perform their manual labors, which are oftentimes too little appreciated by those whom they serve. As the years roll on the ceaseless walking from door to door and the tedious indoor work of the clerks wears out the human machine, and when they feel their bodily vigor waning ask themselves the question, "What is to become of me when I can no longer perform active duty?"

For years past these employees, who have grown old in the service, have been knocking at the doors of Congress for some kind of relief in their old age in the form of a retirement law. It may be well asked, Why have not these men provided for the "rainy day" by saving some of their earnings from year to year so that when the time comes when they must give up their active labors they may retire from the service and live at ease? The answer is not difficult to find. It has only been in recent years that the Government has paid these men what may be called a living wage—one that would enable them to live in comfortable surroundings and educate their children as they should be educated. Consequently, it has been impossible for these old men in the service to save from their meager earnings a sufficient amount to warrant them in giving up their positions in the service. Many of them would gladly retire to-day if by doing so they could live without being dependent upon relatives and friends for the food they must eat and the clothes they must wear.

The day is not far distant when the Congress of the United States must face this problem of superannuation and solve it satisfactorily in the interest of these faithful public servants, many of whom have served long years in painstaking, devoted service to the Government and the people of this country.

#### STATEMENT OF HON. GEORGE W. LOFT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK.

Mr. LOFT. Mr. Chairman and gentlemen of the committee, large corporations throughout the country are rapidly inaugurating pension systems for the benefit of the men and women who have grown old in their service. This great Government of ours, it seems to me, should be the leader in humanitarian matters of this kind instead of being the laggard. Men and women who have spent the best years of their activity in the service of the Government are ruthlessly dropped from the pay rolls when they become superannuated by reason of old age or physical infirmities and their places given to younger men and women. The wages paid to them during their long service have not been sufficient to enable them to set aside necessary funds to take care of them when this inevitable day must come, and they are, therefore, forced to look about for some means of employment at a time when, through the appreciation of a generous Government, they should be permitted to spend the remainder of their lives with a reasonable degree of comfort.

This bill giving a pension to those in the classified civil service of the postal division I consider to be a step in the right direction. There is no more worthy class of men and women to be found in the Government service than those in the postal division. This bill has

my fullest sympathy, and I urgently appeal to you gentlemen to report the same as promptly as possible and I earnestly hope that it will have favorable action in both the House and Senate.

The Government should wake up in matters affecting the after welfare of its faithful employees, and I hope soon to see adopted a civil-pension bill which will provide for all of them.

I thank you, gentlemen, for the privilege of appearing before you and of raising my voice in behalf of the employees of the Government service.

**STATEMENT OF HON. WILLIAM D. STEPHENS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA.**

Mr. STEPHENS. Mr. Chairman, the United States has a great army of employees, and in all that vast number there are none more painstaking, none more capable, none more efficient, none more self-sacrificing than are its postal employees.

In my judgment, the United States does not pay its postal employees as much as their services are worth. They should be paid all they now earn so that something might be saved for the days when they can no longer work.

We all know that the men and women who distribute and deliver our daily mails are perhaps the most economical of all our worthy citizenry. They spend no dollar extravagantly, and yet, Mr. Chairman, they can not save for "the rainy day." Not enough is paid them for that.

Mr. Chairman, every man that knows his honest labor will be rewarded gives more and more to his employer. Every man that gives to the Government all there is in him during a long term of years deserves to have the balance of what he has earned paid to him in monthly installments during his declining years.

This bill is along right lines, and I hope this great committee will consider and report a bill that will do as much for the Government's faithful employees as private employers are doing all over this broad land.

**STATEMENT OF HON. HUNTER H. MOSS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WEST VIRGINIA.**

Mr. MOSS. Anyone who has investigated the subject matter of the bill must be convinced of two important facts: First, that it would be just to retire those who have broken themselves down in the service of the Government; and, second, it would greatly promote the efficiency of the public service to provide for such retirement and replace them with employees much younger and more efficient. The committee is going into this matter very thoroughly, and I will not occupy your time any further than to state that I earnestly hope that you will render a favorable report on this bill, and that the House of Representatives may adopt your report.

**STATEMENT OF HON. DANIEL J. RIORDAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK.**

Mr. RIORDAN. Mr. Chairman and gentlemen, I appear here this morning in favor of this bill. The pensioning of postal employees is one I have given a great deal of attention to during my long serv-

ice in Congress, and I know of no class of Government employees who are more deserving of legislation to this end. The efficiency and attentiveness of postal employees has merited universal commendation in the city of New York.

I sincerely hope that this well-merited recognition will be favorably considered by this committee, and this bill when reported to the House I am sure will pass by a very large majority.

**STATEMENT OF HON. WILLIAM W. WILSON, A REPRESENTATIVE  
IN CONGRESS FROM THE STATE OF ILLINOIS.**

Mr. WILSON. The Griffin bill, House bill 6915, for the relief of superannuated employees of the Postal Service is, in my opinion, the best legislation that has ever been presented on this subject. It provides for the employees who have given their lives to the service, and does it without great expense to the Government.

This bill has the indorsement of the postal employees of all branches of the Postal Service in Chicago.

I am and always have been deeply interested in the welfare of the employees of the Postal Service, and sincerely hope that this bill will come before the House so that I may have the privilege of voting for it and giving it my support.

I am more than pleased to see more than 100 of my colleagues in the House appearing before this committee this morning to advocate the passage of this legislation. This great outpouring is conclusive evidence that there is a nation-wide demand for this bill.

The fact that the heads of the Post Office Department have for years been asking Congress to enact such legislation is the best proof that the efficiency of the service demands it. The fact that so many great private corporations have voluntarily established pension systems for the retirement of their faithful old, superannuated employees is the best evidence that it is sound business policy to do so. We are all in favor of the classified civil service and believers in the theory that only merit should rule in dealing with the employees. Such study as I have given to this subject convinces me that the merit system can never be fully developed until the heads of the Postal Service are enabled, through the enactment of such legislation as you have under consideration, to rid the service of its superannuates in a just and merciful manner.

The Griffin bill is a very reasonable bill, and I am glad to see, from the statement of the actuary who has testified here, Mr. Miles M. Dawson, that it can be put into effect at a total cost of not to exceed \$360,000, which is an insignificant percentage of the total salaries of the great army of employees who will be affected by its provisions.

I hope your subcommittee will favorably report the bill to the full committee and that the full committee will recommend its adoption; so that we Members of Congress may have an opportunity to pass it at the earliest date possible.

**STATEMENT OF HON. JOSEPH V. FLYNN, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF NEW YORK.**

Mr. FLYNN. I am most heartily in favor of this pension bill and am most happy to say something for it. The bill is most meritorious and I sincerely hope it will be enacted into law at this session of

Congress. It is high time that something is done for the benefit of this class of employees who have spent the best years of their life in the service of the Government and some just recognition given in this way for long, faithful, and efficient service.

**STATEMENT OF HON. J. H. CAPSTICK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY.**

Mr. CAPSTICK. Convinced that sentiment in the fifth New Jersey district is increasingly in favor of the provisions embodied in H. R. 6915, now before your committee, I desire to advise of this feeling and to express the hope that consideration of the proposed measure may result in a favorable report at an early date. I would also like to add, personally I am impressed with the justice and feasibility of this bill.

(Letter from Hon. William J. Cary, a Representative in Congress from the State of Wisconsin:)

It was my intention to appear before your honorable body in behalf of H. R. 6915, granting indefinite leave of absence to superannuated employees in the Postal Service, but illness, confining me to my home, prevents me from doing so, and I am taking advantage of this opportunity to ask that my hearty indorsement of this measure be considered by you.

It is well known by all of us that the letter carriers, post-office clerks, and railway-mail clerks of this country are a respectable, faithful, and very efficient body of public servants, and we also know well that their labors oftentimes are too little appreciated by those whom they serve. As their age increases, their hard work tends to impair their human machines, and, as they discover their vigor wasting, are prone to ask themselves, "What am I to do when I can no longer perform my duties?"

How well do I remember a case which has so often been brought to my attention of a man in Boston, Mass., who, in 1914, after performing 42 years of faithful, continuous service—we might say had given his life to the service—was stricken blind, and discharged from the service. This man, who found it impossible to save from his meager compensation, due to the present high cost of living, found himself penniless and dependent upon the contributions of friends for his livelihood.

Had a law similar to the one espoused by the honorable gentleman from New York, Congressman Griffin, been enacted, this calamity, which is similar to others happening every day of the year, would have been prevented.

I do not desire to take up the time of the committee, but the eyes of the country are looking toward Washington for some adequate means of retirement to care for their "old soldiers," so to speak, so I therefore hope and pray that this subcommittee of the Committee on the Post Office and Post Roads will favorably report this measure.

**STATEMENT OF HON. CHARLES H. RANDALL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA.**

Mr. RANDALL. Mr. Chairman, I think I have the honor of having added after my signature the letters M. C. longer than any other Congressman who has appeared before this committee. Twenty-five years ago I began the practice, and while these initials stood for mail clerk instead of Member of Congress, I am filled with pride because of that fact, for if there is a choice between the usefulness to the people of the two occupations, I am strongly inclined to give the preference to my earlier occupation.

For about 15 years my life was in the Postal Service, and for the major portion of that time in the Railway Mail Service. During a number of years I had a run in the longest railway post-office line

in the United States, over 900 miles. It began at Cheyenne, Wyo., and ended at Huntington, Oreg. The bulk of my service, however, was upon the fast mail trains of the Union Pacific Railway in what is known in postal circles as the Omaha & Ogden Railway post office.

The actual work performed in this branch of the Postal Service is little known to the public, and likewise its importance as the connecting link between the dispatch in one city or State and the receipt in another city or State of the millions of pieces of mail consigned to Uncle Sam's greatest public utility is illy realized or appreciated.

When you mail a letter in Washington to-day addressed to the village of Podunk on a jerkwater railway in the backwoods of some far-away State, the secret of its receipt in that hayseed village by the quickest possible railway schedule is locked up in the craniums of the 20,000 railway mail clerks of this country. How do they perform the feat, when Podunk represents only 1 of the 55,000 post-office units in this country, about whose train and post route schedules some one must have the same accurate knowledge which applies to Podunk?

Every railway postal clerk is a traveling encyclopedia of post offices and railway train schedules. He must be able to tell his superior officers just where 12,000 to 16,000 post offices are located, upon what railway lines or mail routes, and by what trains they can be most quickly reached. While this sort of knowledge would puzzle you, even if you could sit here in this room and figure out these connections, it must be remembered that the railway postal clerk is in a rapidly moving train, and his knowledge already acquired must be thrown away every time his train passes a railway junction, for the whole scheme of getting a piece of mail to its destination changes just that often.

I mention the class of service which is demanded of this class of postal employees to illustrate the importance from the standpoint of the public to maintain a highly efficient personnel. To secure such a service as we have to-day in the Postal Service the credit is due to the civil-service law. With the application of civil service and consequent security of permanent employment, the Postal Service has attracted a high grade of men during the last 25 years.

But let me warn the committee and Congress that the usefulness of the civil-service law in this respect has reached a turning tide. If it is now to go out that men who went into this service 25 and 30 years ago are to be dropped, after they have given their lives to Government service, and unfitted themselves for any other work, then civil-service employment will cease to be attractive to young men of ability and ambition. The reaction will come against the quality of the service and the public will be the sufferer. Only by the enactment of a just and equitable retirement law can the civil service continue to attract the skillful and the ambitious. There will hereafter be a constant effort of young men of quality to quit the civil service before old age and unfitness for employment in more remunerative lines finds them fettered to a Government which will cast them off at the close of long and efficient service. Under the plan of retirement you have under consideration the cost to the Government is practically nothing, as I understand, yet the Government will reap good dividends from its enactment.

An equitable retirement law will give high returns to the people, for it will insure the continued superior quality of its mail service. We are at the dividing of the ways. Retirement with civil-service tenure of office means an upward trend, but civil service with dismal prospects at the end means down grade in public service.

**STATEMENT OF HON. CHARLES BENNETT SMITH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK.**

Mr. SMITH. I hope the committee will adopt a favorable report on the pending bill, and that a special effort will be made to bring the measure before the House at an early date. Such a policy on the part of the committee will have my fullest cooperation and support.

Legislation of this general character has been under discussion for more than a quarter of a century, yet one Congress after another has met and adjourned without accepting or rejecting the principle involved in the Griffin bill. The time has arrived when Congress should decide whether those employees of the Post Office Department who have served faithfully and satisfactorily until the years have deprived them of their full vigor and efficiency are to be cared for according to human standards or treated as machinery which has become obsolete and cast ruthlessly aside.

Personally, I have always favored a policy of superannuation. When the firemen, policemen, and school-teachers labored in my home city of Buffalo for adequate protection against the ravages of age, I worked to bring about a permanent and workable plan to accomplish the desired result. I assumed this attitude, not alone because of the social justice involved but because of the economy and wisdom, from the viewpoint of the taxpayer, of replacing with new and young men and women those who had given their best years to the duties assigned to them. Conditions which obtain in a city are not different to those which are found in the United States service. Cabinet officers, chief clerks, and efficiency experts have published volumes of testimony to prove that great savings could be made in administering the Government if the pay rolls could be purged of those who have reached an advanced age and are no longer fitted for active and continuous service. To my mind it would be monstrous to discard these employees until provision is made for their retirement under a pensionable arrangement such as that provided for in the bill under consideration.

I assert, with knowledge gained from actual observation, that the enactment of this bill into law will raise the standard of service to the Government with an additional expense so small that it will be negligible. The bill is meritorious from every standpoint and should, in my judgment, be placed on the statute books at the earliest date possible.

**STATEMENT OF HON. GEORGE HOLDEN TINKHAM, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS.**

Mr. TINKHAM. Mr. Chairman, I desire to record myself as being absolutely in favor of a suitable form of retirement for all postal employees of the United States Government.

The letter carriers, post-office clerks, and railway mail clerks of this country are, as a class, respectable, faithful, and efficient public servants. Through the snows of winter and under the burning heat of summer the carriers travel their routes, while the post-office and railway mail clerks perform their manual labors, which are oftentimes too little appreciated by those whom they serve. As the years roll on, the ceaseless walking from door to door and the tedious indoor work of the clerks wears out the human machine, and when they feel their bodily vigor waxing, ask themselves the question: "What is to become of me when I can no longer perform active duty?"

For years past these employees who have grown old in the service have been knocking at the doors of Congress for some kind of relief in their old age in the form of a retirement law. It may be well asked, why have not these men provided for the "rainy day" by saving some of their earnings from year to year so that when the time comes when they must give up their active labors, they may retire from the service and live at ease. The answer is not difficult to find. It has only been in recent years that the Government has paid these men what may be called a living wage—one that would enable them to live in comfortable surroundings and educate their children as they should be educated. Consequently, it has been impossible for these old men in the service to save from their meager earnings a sufficient amount to warrant them in giving up their positions in the service. Many of them would gladly retire to-day if by doing so they could live without being dependent upon relatives and friends for the food they must eat and the clothes they must wear.

The day is not far distant when the Congress of the United States must face this problem of superannuation and solve it satisfactorily in the interest of these faithful public servants, many of whom have served long years in painstaking, devoted service to the Government and the people of this country.

The establishment of a suitable form of retirement for all postal employees scientifically operated would contribute an incalculable result to the economy and efficiency of the department.

**STATEMENT OF HON. HOWARD SUTHERLAND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WEST VIRGINIA.**

Mr. SUTHERLAND. Mr. Chairman and gentlemen of the committee, I desire to say with reference to the bill (H. R. 6915) now pending before this committee that I am in favor of reporting this bill to the House in order that it may be thoroughly discussed and its merits made known to the membership of the House and to the country at large. I feel an intense personal interest in the Government employee in our post offices and in the Rural Delivery Service who has served the public faithfully for a long term of years, and who, by reason of age and bodily infirmity, becomes incapacitated for further active service. The question involved in this bill is whether these employees shall be dismissed from the service under these circumstances and left to eke out an existence without further recognition of long years of service, or perhaps become inmates of county almshouses, or whether the General Government, in recognition of past services, extending over a term of years, shall follow the prac-



tice of many private and public corporations in making such reasonable and fair provision for the maintenance of these worthy and faithful employees during superannuation as the dictates of common humanity would prescribe.

I am firm in the belief that most Government employees put behind them on entering the service practically all chances for the usual financial rewards that come in the ordinary avocations of life whereby they may be maintained, throughout the period of superannuation, by the accumulations of the active period of life. Their very employment removes them from the channels of business and of investment wherein usually men of such intelligence, as they are required to be, make and save money. The General Government can not afford to be more heartless and inconsiderate of the welfare of its faithful superannuated employees than our large public-service corporations and many private ones. It is becoming a well-established principle that so far as possible every industry shall bear the burden of accident, superannuation, and death in the case of its employees. Our workmen's compensation acts are based upon this principle, and surely the Government should set the humane example to all industries of bearing its proper share of the burden of supporting those in its service who have become incapacitated by old age and its infirmities.

I therefore urge, Mr. Chairman, that this bill be reported favorably to the House. I thank you for this opportunity of appearing before this committee in behalf of this bill and in behalf of those who, in the event of its passage, will become its worthy beneficiaries. Some years ago I was an employee of the Government in the Census Office here in Washington. I can therefore approach this subject from the standpoint of an inside view of the conditions that prevail among Government employees generally. My hearty sympathy is with them, and at the same time I firmly believe that the interests of the general public and of the working people generally throughout our land will be subserved by the passage of legislation such as is contemplated by the pending bill.

I thank you for your consideration.

#### **STATEMENT OF HON. L. T. McFADDEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA.**

Mr. McFADDEN. Mr. Chairman. I want to express to this committee my approval of the Griffin bill, H. R. 6915. I am especially favorable to the pensioning of superannuated employees of this department, both the railway mail employees and the rural carriers of the country.

I know particularly about many of the hardships the rural carriers are called upon to endure, especially in the fourteenth congressional district of Pennsylvania, which I represent. It is a mountainous country, and we have a good deal of snow.

Only two years ago a carrier near my home started over his rural route on a stormy day. On his way back, benumbed with cold, a train hit his wagon while crossing the railroad track, and he was killed. It was my pleasure to assist in securing for the widow, who had nothing whatever to live upon, an appropriation from the department of \$2,000. That is only one of the hardships among many

with \$50 a month would effect a saving of approximately the same amount to the Government.

This bill does not fix the age at which a person becomes superannuated. That is a question of fact. Some men may be superannuated at 60; others will not be superannuated before 75. The passing years deal more gently with some men than others. The question of superannuation is an administrative question, and this bill very properly puts the enforcement and regulations governing it into administrative hands.

Mr. Milles M. Dawson, a consulting actuary of national repute, estimates that the approximate cost of superannuation for the first fiscal year will be \$362,250, or three-tenths of 1 per cent of the salaries of all the postal employees, and that at the end of five years the cost will be \$1,147,800, or nine-tenths of 1 per cent of the total salaries. This extra cost, in the opinion of your committee, will be made up in the increased efficiency of the service, in the removal from the minds of the employees the fear of starvation in old age, and hence the keeping in the service of many young men, the pick of the service, who now seek other employment.

The postal organizations of the country have given much study to the subject of retirement and old-age pensions. All of their national organizations have indorsed this bill as the best of the many plans. In the opinion of your committee it will cost the Government less than most of the other plans, while doing exact justice to both the Government and the employee. The growth of public opinion in favor of such legislation is shown by the fact that 108 Congressmen appeared before your subcommittee in the two days of its hearings and urged the passage of this bill.

In the hearings before the committee are included the recommendations of several Postmasters General and their assistants as to the need of legislation of this kind. In the report of the First Assistant Postmaster General for the year ended June 30, 1911, the statement is made:

"In the post-office service a large sum of money accrues annually from the lapsed salaries of employees absent without pay where no substitute is employed or where the substitute receives less than the salary of the absent clerk or carrier, and also on account of failure to fill vacancies immediately or where the force is reduced temporarily during the dull season, when vacancies occur. The employees themselves in a measure contribute to this fund, since the absence of regular employees throws additional burdens on those remaining on duty. This fund is more than sufficient to cover the cost of pensions for the superannuated employees among the 60,000 clerks and carriers at first and second class post offices. There is another source of revenue that might properly be used to constitute a pension fund, and that is the money turned into the Treasury each year from money orders issued and never presented for payment.

"I believe if the actual amounts of lapsed salaries covering the entire service were specified and known, together with the revenue annually received from the unpaid money-order and dead-letter accounts, it would be more than sufficient to pay for the retirement of the superannuated employees."

The subcommittee is of the opinion:

1. That there is great need for this legislation in order to relieve the Postal Service of employees whose efficiency has become greatly impaired through superannuation.

2. That the financial cost of putting it into force and effect is infinitesimal compared to the benefit to be derived to the public service by the infusion of new blood in place of the worn-out veterans.

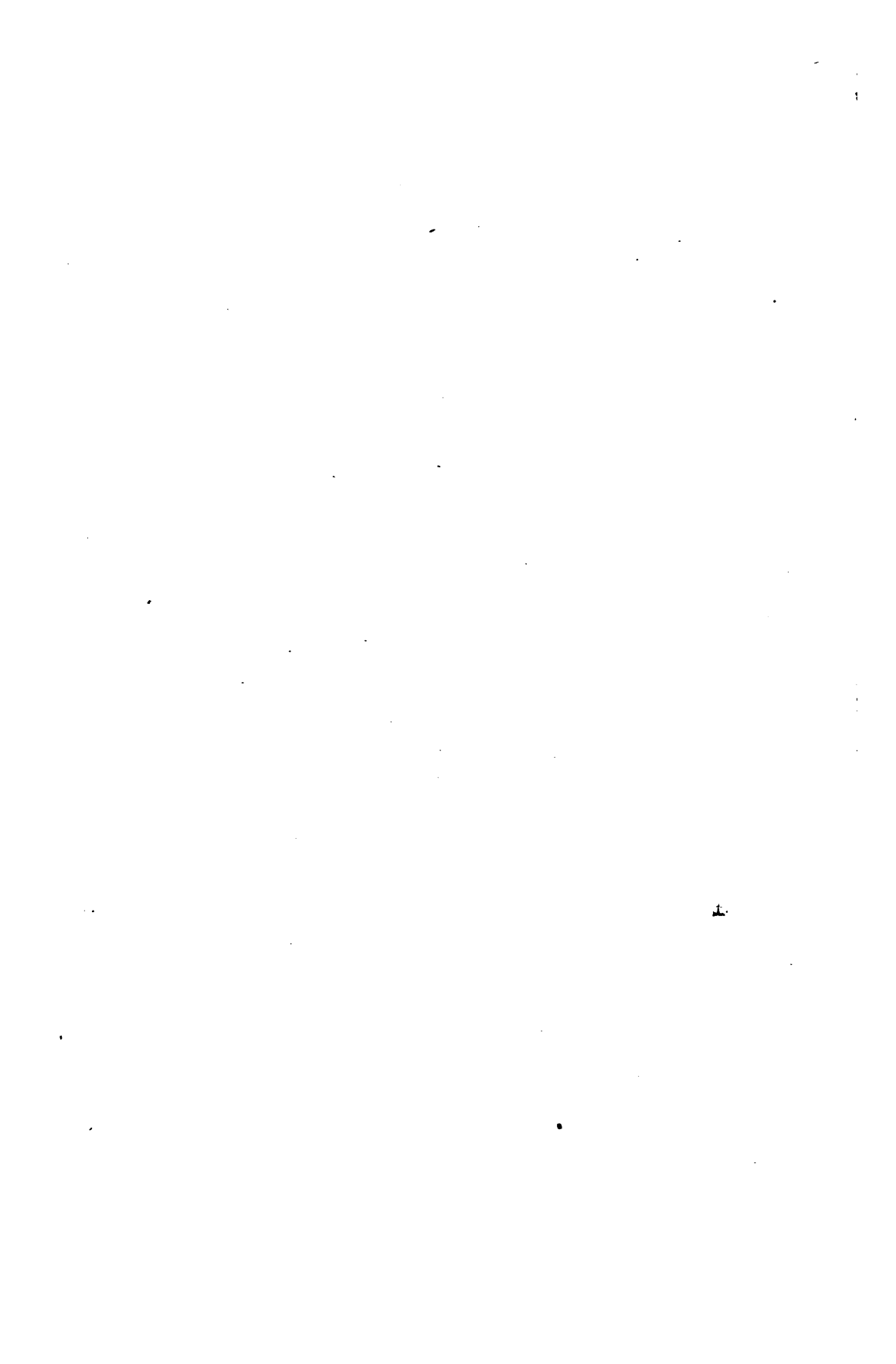
3. That in justice to the employees who have given a lifetime of service to the Government at a meager wage that provision should be made for their retirement on annuities as a reward for their loyalty and devotion.

4. That the fact that it is a good business proposition and works for efficiency is shown by the number of industrial corporations and railroad companies that have installed retirement systems for their employees as part of the policy of conducting their business.

The committee, therefore, reports the bill back to the full committee with a recommendation that a favorable report be made on it, and that it be reported to the House with a recommendation that it pass.

SAMUEL W. BEAKES.  
DANIEL J. GRIFFIN.  
CALVIN D. PAIGE.





**INDEFINITE LEAVES OF ABSENCE TO SUPERANNUATED  
EMPLOYEES OF THE POSTAL SERVICE**

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**SUPPLEMENT TO HEARINGS**

**BEFORE**

**SUBCOMMITTEE NO. 8 OF THE  
COMMITTEE ON THE POST OFFICE AND POSTROADS  
HOUSE OF REPRESENTATIVES**

**ON**

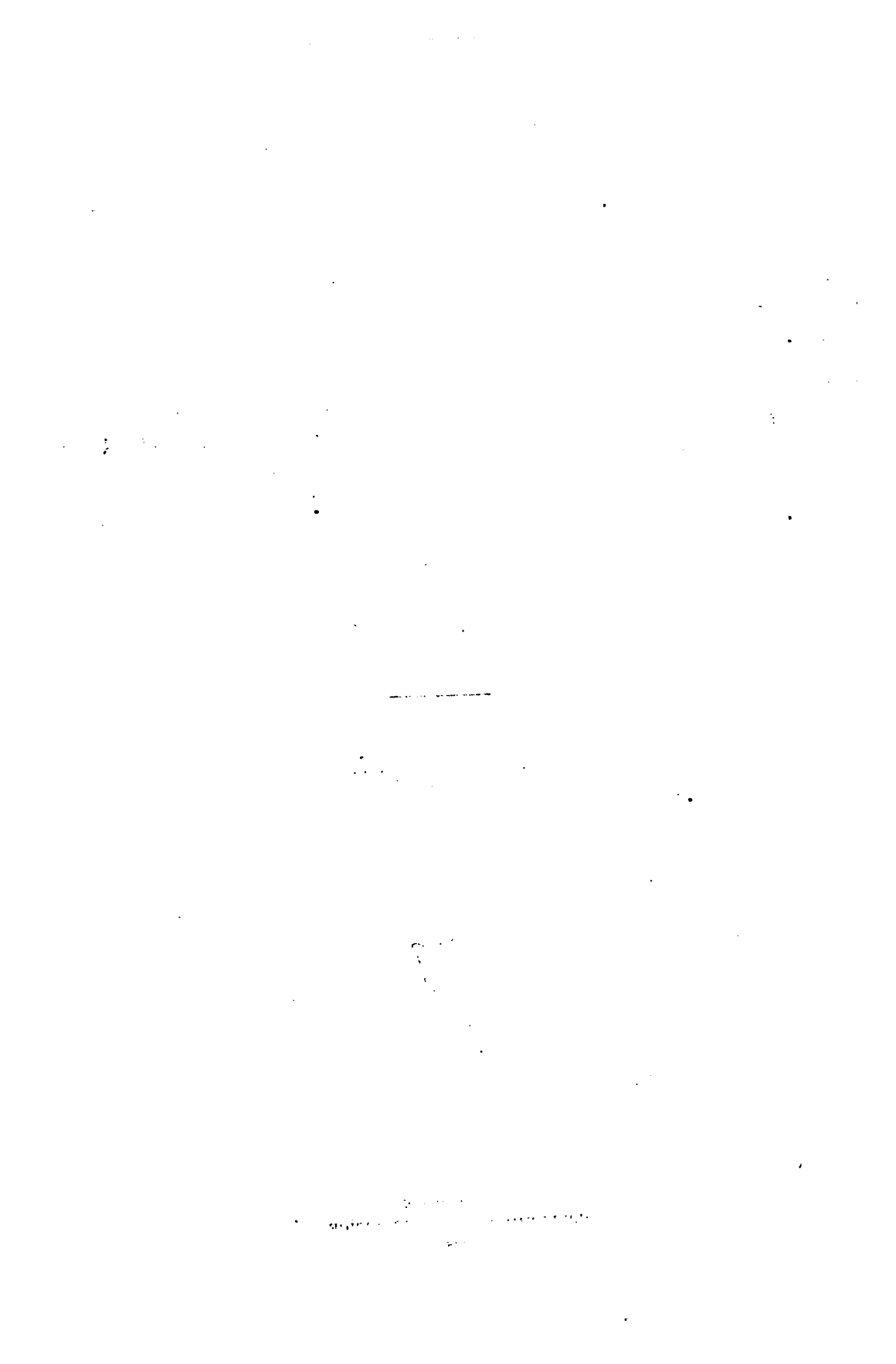
**H. R. 6915**

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**APRIL 7 AND 8, 1916**



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1916**



## INDEFINITE LEAVES OF ABSENCE TO SUPERANNUATED EMPLOYEES OF THE POSTAL SERVICE.

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### STATEMENT OF HON. GEORGE F. O'SHAUNESSY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF RHODE ISLAND, BEFORE THE COMMITTEE ON THE POST OFFICE AND POST ROADS.

Mr. O'SHAUNESSY. I was here the other morning to say that I was in favor of the Griffin bill. I had to go away very hurriedly, as I had some engagements, and was unable at that time to say what I wanted to in connection with the subject of retirement.

I favor this Tague bill or any other bill that will start us upon the road to pensioning the employees of the Postal Service, and after that the other civil employees of the Government.

Now, the question has been asked here as to why there should be a pension for these men in the Government service, it being alleged that they are better paid than men in other occupations. In the beginning of their service they may have a slight advantage over the employee in the business world. After that they are at a disadvantage.

I am very glad that the preceding speaker dwelt upon the one fact that men and women in other walks of life outside of the Government service have a larger field for their enterprise. They can go much further in life. They can reach executive positions which are absolutely unattainable in the Government service. You take the average man in the Government service, and you will find that he has his head against a stone wall; he gets just so far and can go no farther.

I can see the difference between the Government service and service in the broader walks of life in my own case. I was a postal employee in the city of New York away back in the year of 1884. I did not enter the postal employ because I wanted to be a postal employee. I needed the money. I happened to need the money that the Postal Department was willing to pay me for my services, which was \$40 a month. It would have been a much better thing for me to remain outside and work for the \$4 a week that I had been getting, with a chance of going ahead in the world, but I could not afford to work for \$4 a week and had to go to work in the Postal Service for \$40 a month. The Government gave me at that very point in my life more than an employer on the outside was willing to give me. I will illustrate the difference between the Government service and the outside service by telling you about my own experience in the Government service and that of a chum of mine. His family was better off in this world's goods than mine. My family needed the money, needed the

\$40 a month the Postal Service offered me, and I felt it my duty to go out and earn it for them. I will illustrate what happened to both of us.

He went into a lace house at \$4 a week. I went into the Postal Service at \$40 a month. In four years I had advanced to \$115 a month—I think, in fact, that I had advanced to \$115 a month in two years. I resigned at the age of 20, when I was drawing \$115 a month. I then went into a law office at \$5 a week. I was a night clerk and had been studying law in the daytime whenever I had the opportunity; my tour of duty in the post office was midnight until 9 in the morning. By getting out and starting anew in the way I did I have been able to accomplish what little I have accomplished in the world. But supposing I had stayed in the Postal Service. What would have happened to me?

Mr. TAGUE. You would have been Postmaster General.

Mr. O'SHAUNESSY. No; just what happened to most of them. Instead of getting the \$1,380 a year, which was the salary I received when I resigned, I would have been reduced to \$1,200 a year; perhaps less, the same as others were.

I would have been entitled to a pension for the work I did, had I remained in the service. I worked from midnight until 9 or 10 o'clock in the morning, as it suited the necessities of my superiors, and without any pay for overtime. It was very hard work, under the system then in vogue. Conditions have changed since; they have improved materially.

My chum began at \$4 a week. I would have liked to continue in the house where I was employed and from which I resigned to enter the Postal Service at \$40 a month; I would have much rather continued there at \$4 a week, but I could not afford it. My chum was raised as soon as possible to \$7, \$8, and \$9 a week. He was working as stock clerk in a lace house. Then they sent him out on the road at a salary of about \$2,000 a year. The man became a very successful salesman. When I inquired about him some 15 or 16 years ago, the man was worth \$100,000. Suppose his family had needed that \$40 a month, as my family needed mine, and supposing he had gone into the Postal Service as I did; he would have remained a clerk. He would have advanced up to \$115 a month, and then back down to \$1,000 or \$1,200, as many more of them have been cut down.

I knew men in New York in the Postal Service who, after working 20 or 30 years for the Government were working for \$60 a month. The boys fresh from school came in and got the \$100 or \$115 a month simply because their memories were better, their eyesight was better, and they were more proficient in distributing the mail. These men I have mentioned were up against the blank wall that I mentioned at the start. There are many, many men who enter the Government service and afterwards realize that they have made a mistake. The question may be asked, Why don't they leave? There are others who are willing and eager to take their places, it is said. That is so, but that is not the question. Many of them get married, and when a man gets married he is anchored there for all time; he can never get out of the service. That is one of the reasons why I am in favor of the Government pension system. I want you to think of the good luck of the men who fail to get into the



Government service; they may be disappointed, but how great is the benefit if they can only wait for the opportunity as my chum waited. You all have heard of Abraham Lincoln's ambition, when he finished a term in Congress to be appointed Commissioner of the Land Office; a lucky day for him and the Nation when he missed the dust of the department and its banalities. He missed the stone wall of Government service.

I hope that this committee will go into that question and investigate it thoroughly. They should take these facts into consideration. The committee can not do better than to urge the establishment of a retirement system, so that men may look forward to the day when they can retire on a Government pension, after they have become so old as not to be as efficient workmen as their younger brothers. I think that a pension system will go a long way toward increasing efficiency in the service, for the simple reason that a man can work much better when he can look forward to being retired on an old-age competence and does not have to wrestle with the fear of having to face the poorhouse in his old age. We have seen such a system in vogue in England. They have a pension there for civil employees and an old-age pension besides. I favor it, gentlemen. I favor anything that will give men something in their old age to keep them from the poorhouse. Let us preserve them. That is the foundation of good government and the foundation of a good home and the foundation of a good citizenry.

Mr. Tilson referred to the fact of there being a lot of old men in the departments and the difficulties which the heads of the departments have in dealing with them—in dealing with the problem they create. Where is the man with a heart so cold and hard as to throw these people out? Still, the Government suffers because they are there. There ought to be some system to automatically remove them, with a pension, and younger people in the service given an opportunity to demonstrate their ability and to get the higher wage. We want efficiency in the Government service, and the only way to get it is to enact a provision for retirement of the old people and their replacement by young ones.

The question is asked, would I advocate something other than this by way of a system for other employees? I would extend it to cover all Government employees. I have sympathy even with the farmers, of whom the gentleman from Indiana (Mr. Cox) talks. I am not opposed to an old-age-pension system, because I think that will add to the sum total of human happiness in this country and result in better homes and in better government. Of course, we can not go into that now, but we have got to begin some place, and this is the place to begin. The Postal Service is a great service, and a service that comes more immediately in contact with the general public than any other service in the Government.

Mr. Cox. Would you incorporate this general pension provision in the same bill?

Mr. O'SHAUNESSY. We do not do that in Congress. You know that, Mr. Cox.

Mh. Cox. Why not put it all in?

Mr. O'SHAUNESSY. I am with you, if you want to do it that way, but I think it would be rather difficult. I believe, first of all, in a

straight-out pension system, because I do not think the men get any too much of a wage now. I am always bearing in mind that they are up against that stone wall, and they can not see beyond that. There their progress is arrested. There they stop. No further can they go. If such a system can not be gotten, then I think the second best is a system of contributions—the contributory system; and, after that, last of all comes the system that takes a little from the employees and makes it into a fund for retirement. I know, however, that the employees believe in a straight pension, and for that I stand.

I think there will be no regret if this committee puts its hand to the plow and works out some scheme of retirement. I think you will be covering yourself with glory by doing that.

Mr. PAIGE. I have heard it stated that when a man entered the Postal Service the door of opportunity is closed.

Mr. O'SHAUNESSY. Yes, sir.

Mr. PAIGE. You are still of that opinion?

Mr. O'SHAUNESSY. I am not in the Postal Service. I was one of the rare exceptions. There are exceptions to every rule. But I will say that the vast majority of the men who entered the Postal Service with me remained there. Many of them have died there. The ones I was associated with, many of them, have heavy hearts, because they realized that it was just so far that they could go and no farther; and, believe me, gentlemen, they earned every dollar the Government gave them; and to-day, as in the days of which I speak, every dollar the Government gives the postal employees is earned. The clerk knows the ding-dong grind of sameness. Sorting letter after letter, constantly standing on his feet, the carrier bears his burden through the streets in all kinds of weather, and does much preliminary work in the office before he starts on his route. I have rubbed elbows with these men. I know their worth. That is the reason I am here to speak for them. I thank you.





